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LEGISLATIVE HISTORY

Public Law 229--78th Congress

Chapter 16--2d Session

H. J. Res. 208

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DIGEST OF PUBLIC LAW 229

FARM LABOR SUPPLY APPROPRIATION ACT, 1944. Appropriates \$30,000,000 and unexpended balance for the farm-labor program, including between \$14,000,000 and \$18,500,000 to be apportioned to the States. Provides several limitations and specified authorizations in administration of the program. Appropriates \$1,359,200 to War Manpower Commission for migration of foreign workers for preservation, marketing, etc., of agricultural, including forestry, products.

INDEX AND SUMMARY OF HISTORY ON H. J. RES. 208.

November 18, 1943	Hearings: House, H. J. Res. 208.
December 13, 1943	H. J. Res. 205 introduced by Rep. Cannon and referred to the House Committee on Appropriations. (Companion bill). Print of the bill as introduced.
December 16, 1943	H. J. Res. 208 introduced by Rep. Cannon and referred to the House Committee on Appropriations. Print of the Resolution as introduced.
December 17, 1943	House Committee reported H. J. Res. 208 without amendment. House Report 965. Print of the Resolution as reported. H. J. Res. 208 debated in the House and passed with amendments.
December 18, 1943	H. J. Res. 208 referred to the Senate Committee on Appropriations. Print of the Resolution as referred.
January 14, 1944	Amendment to H. J. Res. 208 proposed by Senator Hayden. Hearings: Senate, H. J. Res. 208.
January 26, 1944	Senate Committee reported H. J. Res. 208 with amendments. Senate Report 634. Print of the bill as reported.
January 27, 1944	Debated in Senate.
January 28, 1944	Debate concluded and passed Senate with amendments. Senate appointed Conferees. Print of the Resolution with the amendments of the Senate numbered. House appointed Conferees.
February 4, 1944	House Received Conference Report, House Report 1080.
February 7, 1944	Both Houses agreed to Conference Report.
February 14, 1944	Approved. Public Law 229.

See also Senate Hearings on S. 729. Manpower (Farm Labor).

77.31.1460
FARM LABOR PROGRAM, 1944

HEARINGS
BEFORE THE
SUBCOMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
HOUSE OF REPRESENTATIVES
SEVENTY-EIGHTH CONGRESS
FIRST SESSION
ON THE
APPROPRIATION FOR THE
FARM LABOR PROGRAM, CALENDAR YEAR 1944

Printed for the use of the Committee on Appropriations



UNITED STATES
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D. LANE POWERS, New Jersey ²

¹ Deceased, November 21, 1943.

² Appointed, November 26, 1943, to succeed Mr. Ditter.

FARM LABOR PROGRAM, 1944

HEARINGS CONDUCTED BY THE SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS, HOUSE OF REPRESENTATIVES, IN CHARGE OF DEFICIENCY APPROPRIATIONS, MESSRS. CLARENCE CANNON (CHAIRMAN), CLIFTON A. WOODRUM, LOUIS LUDLOW, J. BUELL SNYDER, EMMET O'NEAL, LOUIS C. RABAUT, JED JOHNSON, JOHN TABER, RICHARD B. WIGGLESWORTH, WILLIAM P. LAMBERTSON, J. WILLIAM DITTER,¹ AND D. LANE POWERS² ON THE DAYS FOLLOWING, NAMELY:

THURSDAY, NOVEMBER 18, 1943.

WAR FOOD ADMINISTRATION

STATEMENTS OF COL. PHILIP G. BRUTON (CORPS OF ENGINEERS), DIRECTOR OF LABOR; HENRY G. HERRELL, EXECUTIVE OFFICER, OFFICE OF LABOR; M. C. WILSON, DEPUTY DIRECTOR OF EXTENSION (CHIEF, INTRASTATE LABOR BRANCH, OFFICE OF LABOR); LT. COL. WILSON R. BUIE (CORPS OF ENGINEERS), ASSISTANT DIRECTOR, OFFICE OF LABOR; GEORGE HILL, CHIEF, PROGRAM BRANCH, OFFICE OF LABOR; MASON BARR, CHIEF, INTERSTATE AND FOREIGN LABOR BRANCH, OFFICE OF LABOR; MAJ. F. D. MOTT, M. D., CHIEF MEDICAL OFFICER, OFFICE OF LABOR (ON DETAIL FROM UNITED STATES PUBLIC HEALTH SERVICE), AND W. A. JUMP, BUDGET OFFICER, UNITED STATES DEPARTMENT OF AGRICULTURE

The CHAIRMAN. Colonel Bruton, we have an estimate before us this morning in House Document No. 346, for the Farm Labor Supply Program for the calendar year 1944.

I note that you are asking for a new appropriation of \$35,000,000, and a reappropriation of the estimated unexpended balance of \$4,529,394, or a total of \$39,529,394 which you estimate to be required for the calendar year 1944.

Colonel BURTON. Yes, sir.

The CHAIRMAN. You are also asking for the same language in the law under which you have been operating, with certain amendments and modifications, to become effective as of the date of the enactment of this bill.

In order that the whole situation might be more clearly presented to the committee, we have set up for our use a comparative print of the bill, which gives the provisions of the law that would be continued unchanged, and the relationship of the new provisions to those that are recommended to be changed.

¹ Deceased, November 21, 1943.

² Succeeds Mr. Ditter, November 26, 1943.

The War Food Administration has prepared for the use of the committee two documents. One is a three-page digest, which is a very graphic presentation of their estimates, which I think the committee will find very helpful.

You will notice it is divided into two projects, project No. I being the funds available to States for intrastate activity, and project No. II shows the funds available to the Administrator for interstate and foreign activity.

We will insert at this point in the record the language of the Budget estimate as contained on page 2 of House Document 346, this digest of the farm labor supply program, and also the comparative committee print of the bill as prepared by the clerk.

(The statements referred to are as follows:)

FARM LABOR SUPPLY PROGRAM

For an additional amount for the continuation of the farm labor supply program under the Act of April 29, 1943 (Public Law 45), as amended, \$35,000,000, which amount, together with the amount appropriated by said Act, shall be available as one fund until December 31, 1944, for all the objects and purposes specified therein, and the War Food Administrator shall apportion among the several States for expenditure by the State agricultural extension services such amounts, notwithstanding section 2 (a) of said Act, as he shall find to be needed for the purposes specified in said Act, but the aggregate amount apportioned shall not exceed \$16,000,000 (including apportionments heretofore made): *Provided*, That the funds heretofore and hereafter apportioned to the State agricultural extension services may also be expended by such extension services for the recruitment and transportation of labor within the State of recruitment for employment elsewhere, and for the construction of labor supply centers and other necessary facilities and services (not to exceed \$50,000 for any one center): *Provided further*, That the apportionment of funds among the several States shall be based, so far as deemed practicable by the Administrator, upon a formula giving equal weight to the number of commercial farms in each State, the number of such farms employing labor, the expenditures for farm labor, the number of man-years of labor employed, as taken from the 1940 decennial census, and the average value of farm marketings for the most recent five-year period: *Provided further*, That section 4 (a) of said Act of April 29, 1943, is hereby amended to read as follows: "No part of these funds shall be expended for the transportation of any worker from the State where he resides or is working to a place of employment outside of such State without the prior consent in writing of the Director of Extension of such State, if such worker has resided in such State for a period of one year or more immediately prior thereto and has been engaged in agricultural labor as his principal occupation during such period": *Provided further*, That expenditures under section 3 of said Act may include payments in lieu of taxes on labor supply centers in accordance with the procedure set forth in the Act of June 29, 1936 (40 U. S. C. 432); the furnishing of health and medical services to (a) agricultural workers and their families housed in any labor supply center operated as a part of this program, or (b) migratory agricultural workers and their families who, without recruitment or assistance of any Government agency, have entered the area served by any such labor supply center and are engaged in agricultural work in such area, and to whom adequate health and medical services are not otherwise available; the relocation, purchase, or construction of labor supply centers and other necessary services and facilities; and the determination and payment of claims (not exceeding \$50 in any one case) of workers recruited in foreign countries (a) who, in preparation for transportation to or from the United States and subsequent failure of such transportation, have suffered losses, or (b) who have been transported to the United States and during said transportation, including embarkation and debarkation, have suffered the loss of or damage to personal effects: *Provided further*, That all receipts derived from the furnishing of subsistence to workers shall be credited to this appropriation and be available for expenditure by the Administrator for the replenishment of subsistence supplies and for expenses incident to the furnishing of such subsistence: *Provided further*, That when authorized by the Administrator workers under the program may be used in the packing, canning, freezing, or other processing of perishable fruits and vegetables, \$35,000,000.

War Food Administration—Digest of farm-labor supply program, 1943 and 1944

PROJECT I. FUNDS AVAILABLE TO STATES FOR INTRASTATE ACTIVITY

[Accomplishments reported for 5-month period, May 1-Oct. 31, 1943. Expenditure reported for 8-month period, May 1-Dec. 31]

CALENDAR 1944 PROGRAM		CALENDAR 1943 PROGRAM	
(a) Recruitment, placement, labor utilization, and State administration and supervision: 5,000,000 placements to 1,000,000 farmers, involving 2,200,000 different workers (including 700,000 nonfarm youth and 400,000 in Women's Land Army). Information on better utilization of labor for 3,000,000 farmers, on job training for 500,000 workers, special 2 weeks' training for 5,000 year-round workers.	\$6,362,600	(a) Recruitment, placement, labor utilization, and State administration and supervision: 3,478,000 placements of workers, including 3,332,000 seasonal and 146,000 year-round. Estimated that 1,500,000 different workers have been placed on 1,000,000 orders from farmers. Encouraged 2,000,000 farmers to exchange labor and adopt labor-saving practices.	(1)
(b) Victory farm volunteers: Program for special recruitment, training, placement, and supervision to make possible the effective use of the 700,000 nonfarm youth included in I (a), above.	1,380,600	(b) Victory farm volunteers: Special program for recruitment, training, placement, and supervision of 400,000 nonfarm youth (included in 1,500,000 above)	(1)
(c) Women's Land Army: Program for special recruitment, training, placement and supervision to make possible the effective use of the 400,000 women included in I X(a), above.	624,550	(c) Women's Land Army: Special program for recruitment, training, placement, and supervision of 200,000 women (included in 1,500,000 above)	(1)
(d) Transportation and housing of intrastate workers: Transport 35,000 seasonal and 9,000 year-round farm workers. Obtain and/or operate 250 farm-labor centers for 30,000 workers for an average operation period of 2 months.	1,932,250	(d) Transportation and housing of intrastate workers: 21,942 transported within States. Obtained and/or operated 283 farm labor camps for 54,088 workers.	(1)
Total estimated obligations, 1944	10,300,000	Total available	\$13,050,000
		Estimated unobligated balance as of Dec. 31, 1943	-7,350,000
		Total estimated obligations, 1943	5,700,000

PROJECT II. FUNDS AVAILABLE TO ADMINISTRATOR FOR INTERSTATE AND FOREIGN ACTIVITY

[The amounts shown in 1943 column include all funds available; the parenthetical figure is the estimated obligation chargeable to funds available under the farm labor supply appropriation (Public 45, 78th Cong.) (See Source of Funds, summary statement at end of table)]

(a) Transportation and subsistence en route of foreign and interstate workers to meet needs for labor not available from local sources: Estimated 126,900 foreign and interstate workers, as follows: 10,000 year-round, 50,000 seasonal and 66,900 foreign; of the 66,900 foreign workers, 25,000 now in United States and 41,900 to be imported. Estimated cost of transporting within United States, \$52.17 per worker; estimated cost of round-trip of foreign worker to first employment, \$140.14 per worker. Estimated over-all average cost of transporting 126,900 foreign and interstate workers to, from, and within United States, including secondary moves, \$98.30 per worker, except that this average does not include "to" and "from" costs on foreign workers who will be in the United States at the beginning of the year; such costs having been included in estimated obligations for 1943.	\$12,474,400	(a) Transportation and subsistence en route of foreign and interstate workers to meet needs for labor not available from local sources: Estimated 100,054 foreign and interstate workers, 1943, as follows: 6,000 year-round, 23,800 seasonal, and 70,259 foreign (including 56,733 Mexicans, 4,698 Bahamians, and 8,828 Jamaicans.) In addition, 8,517 moved in latter part of calendar year 1942. Interstate workers recruited in 26 States for use in 35 States. Estimated over-all average cost of transporting 108,576 foreign and interstate workers to, from, and within United States including secondary moves, \$129.99	\$14,113,872 2 10,805,410
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¹ Break-down by projects not available for funds used by States.

² Funds appropriated under Public 45 as explained at beginning of project II.

War Food Administration—Digest of farm-labor supply program, 1943 and 1944—Continued

PROJECT II. FUNDS AVAILABLE TO ADMINISTRATOR FOR INTERSTATE AND FOREIGN ACTIVITY—Continued

CALENDAR 1944 PROGRAM		CALENDAR 1943 PROGRAM	
(b) Housing of foreign and interstate workers.....	8, 186, 374	(b) Housing of foreign and interstate workers: Operated 151 centers, 44 permanent and 107 portable, on part-year basis for 70,000-80,000 workers in 20 States.....	2, 896, 388 2 1, 990, 313
(1) Operation of 151 existing centers for 70,000-80,000 workers.....	\$4, 008, 705		
(2) Construction of 49 new portable centers to operate on a total of 84 sites, capacity 14,700 workers; 49 centers to consist of (1) 35 portable tent-type to operate on total of 70 sites, and (2) 14 portable shelters (frame) for use in long-season areas where weather will not permit use of tent-type of center.....	\$3, 099, 795		
(3) Operation of the 49 new centers.....	1, 077, 874	(c) Feeding (see comment in opposite column): No working fund used during 1943. Work conducted by contract but because of administrative difficulties, contract basis is to be discontinued at end of current calendar year. The amount shown covers only the estimated liability under agreements with the foreign and interstate workers to provide subsistence while workers are ill, etc.....	\$30, 000 2 30, 000
(c) Feeding: Although workers pay for their own food with certain exceptions (illness, etc.) it is necessary to provide feeding facilities in areas where such facilities are not otherwise available. This estimate provides a working capital fund for a total feeding program of \$12,396,250 (almost entirely reimbursable) (\$1.25 per day per worker for estimated 54,000 workers for whom other feeding facilities will not be available.) The extent to which this sum will not be reimbursed covers the liability under agreements with foreign and interstate workers to provide subsistence while workers are ill, etc.....	2, 025, 000	(d) Health and medical care (estimated comparable figure): \$18.55 a worker-year for 91,429 worker-years (included treatment in first half of 1943, from Farm Security Administration funds to workers housed in supply centers, as well as workers recruited and transported under this program).....	1, 696, 000 2 696, 000
(d) Health and medical care: \$18.55 a worker-year for (a) estimated 126,900 interstate and foreign workers for 6 months to be transported under this program; (b) estimated 24,000 interstate workers recruited or placed under this program for a 6-month period, but who will transport themselves at their own expense; (c) for estimated 25,000 migratory workers for a 6-month period who at no expense to the Government either for recruitment, transportation, or placement transport themselves and locate agricultural work in an area served by a farm labor supply center, and for whom adequate health and medical services are not otherwise available, and (d) an estimate of approximately 10 percent in addition to sum needed on basis of the experience figure (of \$18.55 per worker-year) to provide for estimated increased cost for higher rate of compensation for professional care, for higher cost per worker where clinic care is not available and cases must be handled on referral type of action and for higher costs involved where workers are widely scattered.....	1, 814, 075		

² Funds appropriated under Public, 45 as explained at beginning of project II.

War Food Administration—Digest of farm-labor supply program, 1943 and 1944—Continued

PROJECT II. FUNDS AVAILABLE TO ADMINISTRATOR FOR INTERSTATE AND FOREIGN ACTIVITY—Continued

CALENDAR 1944 PROGRAM

(e) Special subsistence allowances guaranteed under contracts with foreign and interstate workers: International agreements pertaining to importation of foreign workers and domestic agreements with interstate workers require 75 percent employment or in lieu thereof that a \$3 per day minimum subsistence allowance be paid to the workers; also some of the contracts require subsistence during any period of unemployment if worker is willing to work. This responsibility is passed on to growers but it is estimated that (a) between periods covered by contracts with different growers and (b) because of inability in some cases to collect immediately from growers who are responsible, it will be necessary for Government to assume temporarily financial responsibility, pending such collection. This estimate, largely to be used as a working fund, is based on Government's responsibility to 15 percent of the workers for approximately 10 percent of their contract periods.	507,600
(f) Operating costs: Includes costs of transportation supervisors, farm labor supply assistants who assist in execution of contracts between workers and growers, recruiting personnel, and other expense in foreign countries; costs of computing contractual compliance (a) with worker and (b) between Government and employers; and all other field expense except operation and maintenance costs of supply centers included in II (b) above.	3,491,90
(g) Administrative expenses: Includes all program expense at departmental level.	730,000
Total, interstate and foreign activities.	29,229,394
Grand total estimate, farm labor supply program, 1944.	39,529,394
Deduct estimated 1943 unobligated balance available for 1944:	
1943 State balances.	\$7,350,000
Funds required by Administrator to complete 1943.	-2,820,606
Net 1943 balance available for 1944.	\$-4,529,394
Supplemental estimate.	35,000,000

CALENDAR 1943 PROGRAM

(e) Special subsistence allowances guaranteed under contracts with foreign and interstate workers: International agreements pertaining to importation of foreign workers require 75 percent employment or in lieu thereof that a \$3 per day minimum subsistence allowance be paid to the workers; also contracts require subsistence during any period of unemployment if worker is willing to work. This responsibility is passed on to growers but it is estimated that (a) between periods covered by contracts with different growers and (b) because of inability in some cases to collect immediately from growers who are responsible, it will be necessary for Government to assume temporarily financial responsibility, pending such collection.	138,420
	² 138,420
(f) Operating costs: Includes costs of transportation supervisors, farm labor supply assistants who assist in execution of contracts between workers and growers, recruiting personnel, and other expense in foreign countries; costs of computing contractual compliance (a) with worker and (b) between Government and employers; and all other field expense except operation and maintenance costs of supply centers included in II (b) above.	2,609,118
	² 1,723,197
(g) Administrative expenses: Includes all program expense at departmental level.	581,712
	² 487,266
Total, interstate and foreign activities.	22,065,510
	² 15,870,606
Grand total estimated obligations, farm labor supply program, 1943.	27,765,510
	² 21,570,606
Total estimated obligation under Public 45.	\$21,570,606
1943 unobligated balance available for 1944.	+4,529,394
Total, Public, 45.	26,100,000
Source of funds:	
Supply and distribution of farm labor (Public, 45).	26,100,000
Emergency fund for the President.	4,500,000
Farm Security Administration funds.	1,694,904
Total funds available.	32,294,904
1943 balance available under Public, 45 for 1944.	-4,529,394
Net amount used, 1943.	27,765,510

² Funds appropriated under Public, 45 as explained at beginning of project II.

³ See discussion on pp. 104 and 105 of these hearings indicating possibility of larger balances that would be available to meet the unanticipated expense (for which no provision was made in the pending estimate) also discussed on the pages enumerated above.

[Subcommittee print, November 16, 1943]

CLERK'S NOTE.—A Budget estimate in House Document Numbered 346 proposes a direct appropriation of \$35,000,000 and a reappropriation (estimated at \$4,500,000 as of December 31st next) for the farm labor supply program for the calendar year 1944. The phraseology of the Budget estimate proposes a continuation, by reference, of the authority and general provisions of the Act of April 29, 1943, with certain specific modifications and additions. The purpose of the Budget estimate is a consolidation of the previous appropriation and the proposed appropriation into a single fund, immediately effective under the revised language, for the remainder of the calendar year 1943 and all of the calendar year 1944. There follows a comparative print of the joint resolution (present law) entitled "Joint resolution making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1943", approved April 29, 1943 (Public Law 45), with the Budget estimate, showing, by use of heavy brackets, [] matter proposed to be omitted by the text of the Budget estimate, and by use of *italic type*, matter proposed to be inserted by such Budget estimate. Matter in roman type not enclosed with heavy brackets [] is the text of Public Law 45 which is proposed to be continued unchanged.

JOINT RESOLUTION Making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year [1943] 1944.

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby appropriated, out of any money in the Treasury not otherwise appropriated, the sum of [\$26,100,000] \$35,000,000, which sum, together with the amount appropriated in the Act of April 29, 1943 (Public Law 45), shall be merged into one fund, to remain available until December 31, [1943] 1944, and to be expended by the War Food Administrator [of Food Production and Distribution] (hereinafter referred to as the "Administrator"), appointed pursuant to Executive Order Numbered [9322] 9334, dated [March 26,] April 19, 1943, for assisting in providing an adequate supply of workers for the production and harvesting of agricultural commodities essential to the prosecution of the war, as follows:

PAYMENTS TO STATES

SEC. 2. (a) For the purpose of assisting in providing an adequate supply of workers for the production and harvesting of agricultural commodities within the several States, the Administrator shall apportion among the several States, on the basis of need, [not less than \$9,000,000 and] not more than [\$13,050,000] \$16,000,000 of the sum appropriated by section 1 (*including apportionments heretofore made*) and the sums so apportioned shall be available for payment to such States for expenditure by the agricultural extension services of the land-grant colleges in such States in accordance with such agreements as may be entered into by the Administrator and such extension services and subject to the supervision of the Administrator. The purposes for which such funds may be expended by such extension services shall include, among other things, (1) the recruiting (*including recruitment within the State of recruitment for employment elsewhere*), placement (including the placement of workers as tenants or sharecroppers), and training of such workers; (2) transportation (*including transportation within the State of recruitment for employment elsewhere*), supervision, subsistence, protection, health and medical and burial services, and shelter for such workers and their families and necessary personal property; (3) lease, repair, alteration, and operation of labor supply centers and other necessary facilities and services, including former Civilian Conservation Corps camps, and for the construction of labor supply centers and other necessary facilities and services (*not to exceed \$50,000 for any one center*); (4) advancing to workers of sums due from employers within the United States who are under contractual obligation to reimburse such extension services for such advances; (5) employment of personnel and other administrative expenses; and (6) payment to or reimbursement of other public or private agencies or individuals for furnishing services or facilities for such purposes. Such extension services may enter into agreements with other public and private agencies and individuals and utilize the facilities and services of such agencies and individuals in carrying out the purposes of this section.

(b) *The apportionment of funds among the several States shall be based, so far as deemed practicable by the Administrator, upon a formula giving equal weight to the number of commercial farms in each State, the number of such farms employing labor, the expenditures for farm labor, the number of man-years of labor employed, as taken from the 1940 decennial census, and the average value of farm marketings for the most recent five-year period.*

[(b)] (c) The Administrator shall certify to the Secretary of the Treasury, from time to time, the amounts to be paid to each State under this section and the time or times such amounts are to be paid; and the Secretary of the Treasury shall pay to the State, at the time or times fixed by the Administrator, the amounts so certified.

EXPENDITURE OF OTHER FUNDS

SEC. 3. (a) [Not more than \$13,050,000 of the] *The funds appropriated by section 1 and not apportioned by the Administrator among the several States pursuant to section 2 shall be available for expenditure by the Administrator. The purposes for which such funds may be expended shall include, among other things, (1) the recruiting and transportation of workers and their families and necessary personal property, within the United States and elsewhere; (2) furnishing, by loans or otherwise, of health and medical and burial services, training, subsistence, allowances, protection, and shelter for such workers and their families; including the furnishing of health and medical services to (a) agricultural workers and their families housed in any labor supply center operated as a part of this program, or (b) migratory agricultural workers and their families who, without recruitment or assistance of any Government agency, have entered the area served by any such labor supply center and are engaged in agricultural work in such area, and to whom adequate health and medical services are not otherwise available; (3) advancing to workers of sums due from employers within the United States who are under contractual obligation to reimburse the United States for such advances; (4) lease, repair, alteration, and operation of labor supply centers and other necessary facilities and services, including the relocation, purchase, or construction of labor supply centers and other necessary services and facilities; (5) payments in lieu of taxes on labor supply centers in accordance with the procedure set forth in the Act of June 29, 1936 (40 U. S. C. 432); (6) determination and payment of claims (not exceeding \$50 in any one case) of workers recruited in foreign countries (a) who, in preparation for transportation to or from the United States and subsequent failure of such transportation, have suffered losses, or (b) who have been transported to the United States and during said transportation, including embarkation and debarkation, have suffered the loss of or damage to personal effects; and [(5)] (7) operating personnel and expenses to carry out the above purposes.*

(b) *Not more than 2 per centum of the [funds appropriated by section 1 hereof] combined sum of the appropriation in Public Law 45, Seventy-eighth Congress, and the direct appropriation in section 1 hereof shall be available for administrative expenses of the Administrator under such Public Law 45 and this Act, including (1) the employment of persons and organizations, by contract or otherwise, at the seat of government and elsewhere; (2) purchase, exchange, operation, and maintenance of passenger-carrying vehicles; (3) printing and binding; (4) travel expenses of persons employed in administrative, supervisory, or facilitating capacities within a foreign country or from a foreign country to the United States and return, including such expenses to first-duty stations; and (5) payment to or reimbursement of other agencies or individuals for administrative expenses incurred by them.*

(c) *For the purpose of this [joint resolution] Act, the Administrator is authorized—*

(1) *to utilize the facilities, services, and personnel of units and agencies within the Department of Agriculture; to enter into agreements with other public or private agencies or individuals; to utilize (pursuant to such agreements) the facilities and services of such agencies and individuals and to delegate to them functions under this joint resolution; and to allocate or transfer funds to (in addition to the transfers authorized by the Department of Agriculture Appropriation Acts for the fiscal years [1943 and] 1944 and 1945), or otherwise to pay or reimburse such units, agencies, and individuals for expenses in connection therewith;*

(2) *to accept and utilize voluntary and uncompensated services; and*

(3) *to cooperate with the Secretary of State in the negotiation or renegotiation of agreements with foreign governments relating to the importation of workers into the United States.*

LIMITATIONS

SEC. 4. (a) *No part of the funds herein appropriated shall be expended for the transportation of any worker from the [county] State where he resides or is working to a place of employment outside of such [county] State without the prior consent in writing of the [county extension agent of such county] director of extension of such State, if such worker has resided in such [county] State for a period of one year or more immediately prior thereto and has been engaged in agricultural labor as his principal occupation during such period.*

(b) No part of the funds herein appropriated, or heretofore appropriated or made available to any department or agency of the Government for the recruiting, transportation, or placement of agricultural workers, shall be used directly or indirectly to fix, regulate, or impose minimum wages or housing standards, to regulate hours of work, or to impose or enforce collective-bargaining requirements or union membership, with respect to any agricultural labor, except with respect to workers imported into the United States from a foreign country and then only to the extent required to comply with agreements with the government of such foreign country: *Provided*, That nothing herein contained shall prevent the expenditure of such funds in connection with the negotiation of agreements with employers of agricultural workers which may provide that prevailing wage rates shall be paid for particular crops and areas involved and that shelter shall be provided for such workers.

MISCELLANEOUS PROVISIONS

SEC. 5. (a) Funds appropriated by this [joint resolution] Act may be expended without regard to section 3709 of the Revised Statutes.

(b) Any payments made by the United States or other public or private agencies or employers to aliens brought into the United States under this [joint resolution] Act shall not be subject to deduction or withholding under section 143 (b) of the Internal Revenue Code.

(c) For the purpose of this [joint resolution] Act—

(1) the term "State" includes Alaska, Hawaii, and Puerto Rico;

(2) the term "worker" includes nationals of the United States and aliens;

(3) the term "agricultural labor" includes any services or activities included within the provisions of section 3 (f) of the Fair Labor Standards Act of 1938 or, section 1426 (h) of the Internal Revenue Code.

(d) Effective July 1, 1943, notwithstanding section 3 of the Act of June 29, 1936 (U. S. C., title 40, sec. 433), receipts derived for the account of the United States from the use and occupancy of agricultural labor supply centers, including camps and facilities heretofore used by or under the control of the Farm Security Administration, shall be deposited in the Treasury as miscellaneous receipts: *Provided*, That all receipts derived from the furnishing of subsistence to workers shall be credited to the appropriation in section 1 and be available for expenditure by the Administrator for the replenishment of subsistence supplies and for expenses incident to the furnishing of such subsistence.

(e) The former Civilian Conservation Corps camps shall be transferred without charge to the Administrator, to the extent that he deems necessary to carry out the purposes of this [joint resolution] Act: *Provided*, That no such camp which is being utilized by any other agency of the Government, or which has been transferred to any State, county, municipality, or nonprofit organization, shall be transferred to the Administrator under this subsection without the consent of such agency, State, county, municipality, or organization.

(f) Notwithstanding provisions of title I of the Social Security Act, as amended (relating to grants to States for old-age assistance), and of appropriations for payments thereunder, in any case in which any State pays old-age assistance to any individual at a rate not in excess of the rate of old-age assistance paid to such individual during the month of July 1943, any failure to take into consideration any income and resources of such individual arising from agricultural labor performed by him as an employee, or from labor otherwise performed by him in connection with the raising or harvesting of agricultural commodities, after the date of enactment of this [joint resolution] Act and prior to the seventh calendar month occurring after the termination of hostilities in the present war, as proclaimed by the President, shall not be a basis of excluding payments made to such individual in computing payments made to States under section 3 of such title, of refusing to approve a State plan under section 2 of such title, or of withholding certification pursuant to section 4 of such title.

CLERK'S NOTE.—The original joint resolution of April 29, 1943, under the foregoing section, provided that persons receiving old-age assistance should not be deprived of such assistance on account of employment as agricultural labor so long as the old-age assistance to the individual did not exceed the rate paid him in April 1943. This month was changed to "July" by the Act of June 9, 1943 (Public Law 67).

(g) In order to facilitate the employment by agricultural employers in the United States of native-born residents of North America, South America, and Central America, and the islands adjacent thereto, desiring to perform agricultural labor in the United States, during continuation of hostilities in the present war,

any such resident desiring to enter the United States for that purpose shall be exempt from the payment of head tax required by section 2 of the Immigration Act of February 5, 1917, and from other admission charges, and shall be exempt from those excluding provisions of section 3 of such Act which relate to contract laborers, the requirements of literacy, and the payment of passage by corporations, foreign government, or others; and any such resident shall be admitted to perform agricultural labor in the United States for such time and under such conditions (but not including the exaction of bond to insure ultimate departure from the United States) as may be required by regulations prescribed by the Commissioner of Immigration and Naturalization with the approval of the Attorney General; and in the event such regulations require documentary evidence of the country of birth of any such resident which he is unable to furnish, such requirement may be waived by the admitting officer of the United States at the point where such resident seeks entry into the United States if such official has other proof satisfactory to him that such resident is a native of the country claimed as his birthplace. Each such resident shall be provided with an identification card (with his photograph and fingerprints) to be prescribed under such regulations which shall be in lieu of all other documentary requirements, including the registration at time of entry or after entry required by the Alien Registration Act of 1940. Any such resident admitted under the foregoing provisions who fails to maintain the status for which he was admitted or to depart from the United States in accordance with the terms of his admission shall be taken into custody under a warrant issued by the Attorney General at any time after entry and deported in accordance with section 20 of the Immigration Act of February 5, 1917. Sections 5 and 6 of such Act shall not apply to the importation of aliens under this [joint resolution] Act. No provision of this [joint resolution] Act shall authorize the admission into the United States of any enemy alien.

(h) *When authorized by the Administrator, workers under the program may be used in the packing, canning, freezing, or other processing of perishable fruits and vegetables.*

(i) *This Act shall take effect upon the date of its enactment into law and shall thereupon supersede the Act of April 29, 1943 (Public Law 45), to the extent that such Act is inconsistent with this Act.*

(j) *This Act may be cited as the "Farm Labor Supply Appropriation Act, 1944".*

THE CHAIRMAN. The War Food Administration has also supplied us with the usual justifications which the committee will find before them.

Colonel, we will be glad to have you give us at this time a general statement on the farm-labor situation, both as to what has been done during the current calendar year and what you expect to do during the coming calendar year. We would like to have especially a picture of the over-all situation with reference to production this year, the prospective production next year, and the relation of the labor supply to this program.

If you will give us a statement along that line at this time we will take up the individual items later.

GENERAL STATEMENT

Colonel BRUTON. Mr. Chairman, I would like to start by saying that in April, at the time of my return from foreign duty, I was loaned to the War Food Administration primarily for assisting in setting up camps for foreign labor which it was planned to import. The setting up of camps had to be done primarily by seeking loans from the Army service forces in the way of tentage and mess equipment.

THE CHAIRMAN. Your connection, Colonel Bruton, has been exclusively with the foreign supply and interstate recruitment of labor, has it, or have you been concerned in an administrative capacity with the over-all picture of both projects?

ORGANIZATION OF THE OFFICE OF LABOR

Colonel BRUTON. Initially, I was on loan from the War Department, and was concerned only with the operation of the interstate and foreign labor activities. Later, when Judge Jones was appointed Administrator of the War Food Administration he asked the War Department for authority to retain me, and upon approval of his request I was appointed as Director of Labor. In that capacity and from that time on, under the general direction of the War Food Administrator, I have headed up the whole labor program for the War Food Administration.

The CHAIRMAN. You have been in touch with and concerned with the administration of both projects?

Colonel BRUTON. Yes, sir; that is correct.

When Public Law 45 was approved, we were faced with the problem of trying to set up an organization to handle the program as authorized by the Congress. At that time it was indicated that Congress desired that the program be administered by an organization separate from that of the Farm Security Administration, which agency had been handling the labor program that had been initiated under the allotment from the Emergency Funds of the President.

That was a very difficult assignment. Because the season in which the need for farm labor was already upon us, it was necessary to secure any available personnel that had had any experience whatsoever in transporting farm workers, in managing and operating farm labor supply centers and in performing other related work. I, myself, in the War Food Administration, am directly responsible for retaining the number of Farm Security Administration personnel that we have. I am firmly convinced that this action was necessary in order to operate the program, even with a makeshift organization without serious interference and consequent detrimental effect to the production of food.

The CHAIRMAN. Do you mean there has been no change in the personnel or in the general administrative policy in the administration of the international and interstate projects?

Colonel BRUTON. No; I do not mean that. There have been progressive changes. a complete organization for the Office of Labor, except for administrative service functions, was set up as rapidly as possible. We now operate through 7 regions in the United States as differentiated from the 12 that the Farm Security Administration has. We are, however, still continuing to use the administrative service of the Farm Security Administration. When I say administrative services I mean the clerical services that involve personnel, finance, business services, the checking of pay rolls and other services of these types. Our present estimate, however, makes provision in 1944 for a set-up in the Office of Labor that is completely separate and apart from the Farm Security Administration, including administrative services, as we believe this is the intent of Congress.

TOTAL NUMBER OF PLACEMENTS

Under the plan of our operation, the State Extension Services make all placements. The total placements that have been made up to October 31 is roughly three and one-half million, and that has involved roughly 1,500,000 individuals. This figure includes foreign and interstate workers as well as intrastate.

FOREIGN WORKERS

To date, we have brought in about 70,000 foreign farm workers. We have transported these and approximately 30,000 interstate workers to meet the needs that could not be met through local mobilization. Foreign laborers included Mexicans, Bahamans, and Jamaicans. The Mexicans have been used primarily on the west coast and States west of the Mississippi. The Bahamans and Jamaicans have been used primarily on the east coast and in the North Central States.

USE OF PRISONERS OF WAR

(See p. 131)

We have made use of prisoners of war to the extent of about 45,000, some for relatively short periods of time and others for longer periods, depending on the crop and the area.

Early in the summer, the placement of war prisoners in agriculture was a matter handled between the Provost Marshall General's Office and ourselves. This procedure was later changed so that now the War Manpower Commission has primarily responsibility for allocating all war prisoners to be used, both in agriculture and industry.

USE OF JAPANESE EVACUEES

Arraignments have been made whereby approximately 12,600 Japanese evacuees have been used in this work.

USE OF TROOPS

Also, in some instances, as a last resort, we have had to call upon organized units from the Army to help out in peak demands. One instance was in North Dakota where a little more than 5,000 troops were used in the grain harvest. Another was in New York State. They were also used in Maine for the harvesting of potatoes, and most recently in the Tule Lake Area in northern California and southern Oregon in the potato and onion harvest, where about 800 were used. As a whole there has been no loss of crops due to manpower shortages, despite the record on food produced this year.

DIFFICULTY IN TRANSFERRING LABOR

It has been a very difficult problem to shift this labor to meet the peak demand in various places, and the changes in weather that throw peaks where they otherwise would not occur. For example, in Idaho, this past month, we had finally been able to get the farmers just the labor they needed to take care of the potato harvest, assuming normal weather conditions would prevail. Then 10 days of bad weather set in when they could not harvest at all. This was followed by a short stretch of good weather which gave them considerably less time than needed to harvest the potatoes before a freeze was expected.

We rushed in Mexican workers from other areas in addition to the 700 interstate workers previously transported. I was talking to Congressman White the other day and he thought that under the circumstances, a very good job was done even though some potatoes were lost.

INCREASED ACREAGES IN 1944

In connection with the increased acreage planned for cultivation next year, the equivalent of something over 300,000 worker-years will be required in agriculture. This we plan to meet by increasing and stimulating local recruitment within the communities and within the States, and increased movement of interstate labor, with approximately the same number of foreign workers that we have had this year.

(Discussion off the record.)

NUMBER OF FOREIGN WORKERS EXPECTED TO BE NEEDED

Colonel BRUTON. As to our foreign workers, we have planned to utilize 66,900 foreign workers for 1944 as compared with 70,000 this year.

As to the additional 300,000 man-years of labor required in 1944, you might say the whole 300,000, over and above what has been supplied this year, will have to be supplied by local mobilization, the greater utilization of prisoners of war, and the movement of interstate workers.

In other words, it will really have to be met by better coordinated planning and better organization throughout the counties and States themselves, which is the place where the major portion of the problem has to be solved. This, as you know is handled by the State extension services. As to our foreign labor, we will have to use that to meet seasonal peak demands, primarily for fruit and vegetable crops.

NECESSITY FOR AN EARLY START

The thing that concerns me most is the need for planning and organizing our program now for next year. To me it is of vital importance that we get started as soon as possible in making all possible preliminary arrangements to insure an adequate supply of labor for the food production program next year. This is true not only in connection with the States, in connection with negotiating foreign contracts under which workers may be imported but also in connection in planning and developing adequate housing for the transported workers.

In the past year housing has been inadequate in many respects. The same has been true with respect to the feeding facilities. We must improve our sanitary provisions as we have had complaints from sanitation authorities.

As to the new camps for which our estimate provides, although they are of a most temporary type, we hope to be able to secure most of our materials other than by purchasing them in the open market, but it takes time to get them.

As an illustration, the Provost Marshal General's office in getting camps for prisoners of war allows a 6 months' period for them, that being the necessary lapse of time between the time they determine that a certain number of camps are necessary and determine the location and the time when they will be available. This is not because it takes that much time to actually construct temporary camps of this nature; a contractor could do the construction in about 45 days. Securing the material is the problem. It may be possible to get a

part of the needed mess equipment but not get some other items that make up the total requirements.

Without the priorities that the Army has, we cannot expect to get all those things at once and we must therefore allow sufficient time for assembling materials and equipment.

USE OF C. C. C. BUILDINGS

We have gotten materials wherever we could. We hope the legislation this year will permit us to move those C. C. C. and other buildings available to this program that are not now so located as to permit effective use in areas of need for housing by agricultural workers.

The Commodity Credit Corporation has some grain bins that were build under the ever-normal granary program. They have found they will not have immediate need of all those ordered. We will have to purchase them, but we can get them, and by some alterations they will make suitable camp housing.

We hope to do everything possible to utilize materials where they can be found rather than draw on the open market. This will necessitate the moving of some C. C. C. camps, which is one thing we could not do last year.

OVER-ALL LABOR SUPPLY

The CHAIRMAN. We are more interested in the over-all picture of labor supply situation and can take up the details later.

We would like to have some discussion of the general picture of the labor situation during the current year and during the prospective year.

What has been your problem during the current year, and how have you met it, what will be your problem during the coming year, and how do you expect to meet it?

Colonel BRUTON. Our general plan of operation is first to mobilize all labor in the neighborhood. Then progressively, as the need may exist, we endeavor to secure other available labor from other parts of the community, the county, or the State, that can be moved to those areas where they are needed. This all comes within the scope of the work handled by the Extension Service.

When it reaches the point where it is determined by the Extension Service that labor is needed from outside the State, interstate or foreign labor must be supplied.

At that time the situation is analyzed to determine how much labor is required to attain the desired production.

In each State, for each crop and period, it becomes necessary to determine what labor source exists to provide adequate labor when and where needed. Some workers can be recruited from other States having surplus labor pools or a seasonal lag in agriculture, while in some cases foreign workers must be imported to insure an adequate labor force to produce and harvest essential war crops.

Mr. LAMBERTSON. This is practically the same program that the Farm Security Administration promulgated last winter, is it not?

Colonel BRUTON. I cannot answer that specifically.

The Farm Security Administration did operate camps for migrant labor and it did recruit and transport some interstate and foreign

labor, but how that tied into the farm labor activities of Extension Service work, offhand I cannot say.

The CHAIRMAN. You have familiarized yourself with the background of this problem, have you not, Colonel Bruton? You say you cannot tell us certain details here, but as Administrator of the set-up you have gone back into the records of the program, and you are in a position to speak of the developments this year and your plans for next year in relation to what has been done already on this program in former years, are you not?

Colonel BRUTON. Yes. Our planning for next year is based primarily on production goods as they relate to labor requirements for 1944, upon our operating experience this year, and what we have learned in meeting specific problems.

The CHAIRMAN. You say you are not familiar with the background?

Colonel BRUTON. I am not entirely familiar with the scope of the directive given the Farm Security Administration to handle the farm-labor problem, nor all of the detailed operating plans they were using in the program.

The CHAIRMAN. You may proceed with your statement.

Colonel BRUTON. Next year, after all local and intrastate labor resources have been mobilized, it appears rather definite now that it will be necessary again to provide interstate and foreign labor and to use prisoners of war to meet peak harvest needs. Meeting these harvest needs is the primary problem, although planting and cultivation also present real problems in some areas. We are trying to develop an over-all plan to make the moves of transported workers as short as possible, in order to reduce costs and so that the whole arrangement for the movement of labor will fall into the periods in which the labor is needed in particular States.

In doing this, we have set up plans for utilizing 66,900 foreign workers, in addition to interstate workers or, in round numbers, 127,000 foreign and interstate workers that would be moved at Government expense. This will require some additional labor-supply centers.

Mr. RABAUT. What was the last figure?

Colonel BRUTON. I said approximately 127,000 foreign and interstate workers.

Mr. RABAUT. I thought you said 66,900 foreign workers.

Colonel BRUTON. That's correct. The plan is to move 66,900 foreign workers, which together with interstate workers makes the over-all figure of 126,900 to be transported by the War Food Administration.

Mr. RABAUT. You told us a few minutes ago that you needed an increase of 300,000.

Colonel BRUTON. Yes, sir; I said that we would require the equivalent of 300,000 man-years of labor over and above the amount available during the current year in order to meet the demand, and that we would have to supply this increase primarily by local recruitment, which would not entail transportation at Government expense.

The CHAIRMAN. Let us get this matter straightened out. How many workers have been required for the current year? How many have you handled during the current year, first for intrastate requirement and placement?

Colonel BRUTON. Around a million and a half individuals have been recruited under this program, resulting in approximately three and one-half million placements.

The CHAIRMAN. You have used a million and a half. How many do you estimate to be necessary for 1944?

Colonel BRUTON. We will have to increase that around 300,000 man-years of labor for next year.

The CHAIRMAN. Where will this additional 300,000 man-years of labor be needed, and where will they be placed?

Colonel BRUTON. Those additional 300,000 man-years of labor needed in 1944 are based on the 1944 production goals and will be needed in those areas and in those crops where the crop acreages are to be expanded.

The CHAIRMAN. The 1,500,000 have been ample for the current year, and the only reason you are requiring additional for next year is that you expect to increase your production to that extent?

Colonel BRUTON. That is based on the production goals; yes, sir.

The CHAIRMAN. Let us get this clear. He says he plans an increase of 300,000 man-years of work, due to the increased goal of production. Does that mean you expect to increase production in the same proportion?

Mr. HERRELL. The 300,000 figure that has been used is not the increase required in number of workers but is the estimated increase required in number of worker-years. The number of workers varies from month to month depending upon the crop and the season.

On page 10 of the justifications we show a table which indicates that a total of 2,240,840,000 man-days in 1944 will be required to produce food in accordance with the goals. This compares to the total 1943 requirement of 2,168,940,000 man-days. Translating the difference into man-years, the additional work load will require the employment of 287,600 additional men, each man working 250 ten-hour days during the year.

The CHAIRMAN. Will that increase crops with a corresponding percentage increase in production?

Mr. HERRELL. There will be a corresponding increase in production.

The CHAIRMAN. We have already been told that you had an ample supply of labor for the current year. If you had an ample supply for the current year, the only reason for increasing the labor supply would be that you had an increased burden of production.

Mr. HERRELL. It is related, to a large extent, to the increase in production and also to the composition of the labor force that may be available.

The CHAIRMAN. What we are trying to find out here is why you need additional men or workers over what you have had, when you say the number you have had for the current year has been ample?

What types of production will require additional labor?

PRODUCTION GOALS REQUIRE ADDITIONAL LABOR

Mr. HERRELL. The production goal statement set forth in our justifications shows the crops in which increases are planned.

The CHAIRMAN. Will you answer that question? What types of production will require additional labor? You say that is the reason

for asking an increase in the number of recruits. What are the changes that justify the increase?

Mr. HERRELL. There is an increase in major crops, requiring large amounts of hand labor.

The CHAIRMAN. We are discussing now the interstate program. I can understand how the intrastate program would be largely affected.

Mr. TABER. Mr. Chairman, there is something here which I do not understand, and I think we ought to have an explanation of it before we get any further with this gentleman.

It appears on page 10 of the justifications that 2,168,940,000 man-days were required in 1943. With 1,500,000 people, according to my arithmetic that means that each man, or each person who worked on this program, worked 1,440 days in the year. That is shown in the table on page 10.

(The table referred to is as follows:)

TABLE I.—*Estimated number of man-days required for agricultural production, 1943-44*

Item	1943 man-days	1944 man-days	Additional man-days, 1944 and 1943
Major crops ¹	872,900,000	924,630,000	51,730,000
Major livestock ²	677,640,000	689,060,000	11,420,000
Other ³	618,400,000	627,150,000	8,750,000
Total.....	2,168,940,000	2,240,840,000	⁴ 71,900,000

¹ Man-days for 1943 are based on estimated crop acreages achieved, and man-days for 1944 are based on acreage goals.

² Meat and livestock products. Man-days for 1943 are based on estimated livestock numbers, while those for 1944 are based on production goals.

³ Home and market gardens, fruits, berries, nuts, miscellaneous crop acreages, horses and mules, ducks, geese, goats, bees, pasture, woods, and farm maintenance.

⁴ This additional number of man-days required in 1944 has the equivalent of 287,600 man-years of labor (250 days at 10 hours each for that many workers).

Mr. HERRELL. That table shows the total amount of labor required for the production of food, but it includes work of farm owners, family labor, hired labor and all other sources of agricultural labor.

Mr. TABER. That is the whole thing.

Mr. HERRELL. Yes. The 1,500,000 figure previously used was only the number of workers recruited under this particular program.

The CHAIRMAN. Colonel Bruton, where do you expect to locate these additional workers; in what section of the country and for what crops do you require them?

Colonel BRUTON. The largest part of the additional labor required will have to be recruited within the respective States.

The CHAIRMAN. In what areas and for what crops?

Colonel BRUTON. In accordance with our production goals, wherever—

The CHAIRMAN. What are the production goals, in what crops, and what localities, under your production goal, will require additional workers?

Mr. WILSON. The 1944 goals call for an increase of 5 percent in grain and hay, largely in corn and wheat, with a 24-percent increase in wheat. There is to be a 7-percent increase in oil and fiber crops, a large part of which is to be in soybeans and peanuts. There is also to be a 50-percent increase in sugar beets. There is a 6-percent increase in vegetable crops.

* The CHAIRMAN. At this point in the record I wish you would insert a break-down of your statement showing first the crops that will require this additional labor; the increase in production planned and anticipated from the use of this additional labor, together with the number of laborers used during the current year and the number you expect to use during the next year.

Mr. WILSON. Yes, sir; we shall be glad to do that.

(The statement referred to is as follows:)

TABLE 2.—*Estimated labor requirements—1943 indicated production compared to 1944 goals*

Item	Indicated goal		Goal as of 1943	Man-days ¹		
	1943	1944		1943	1944	Difference 1944 over 1943
	<i>1,000 acres</i>	<i>1,000 acres</i>	<i>Percent</i>	<i>1,000</i>	<i>1,000</i>	<i>1,000</i>
Total land devoted to crops ²	363,694	380,000	104	-----	-----	-----
Major crops ³	353,082	371,965	105	872,900	924,630	+51,730
Grain and hay.....	293,646	307,724	105	461,433	480,482	+19,049
Corn, planted.....	96,818	100,253	104	261,409	270,683	+9,274
Oats, planted.....	42,654	39,558	93	38,389	35,602	-2,787
Barley, planted.....	17,893	17,372	97	17,893	17,372	-521
Sorghums (except syrup), planted.....	17,220	16,740	97	20,664	20,088	-576
Hay (all tame), harvested.....	60,489	62,838	104	66,538	69,122	+2,584
Wheat, planted.....	54,159	67,030	124	48,743	60,327	+11,584
Rye, acreage for harvest as grain.....	2,875	2,408	84	2,875	2,408	-467
Rice, planted.....	1,538	1,525	99	4,922	4,880	-42
Oil and fiber crops.....	45,041	48,423	107	260,608	273,307	+12,699
Soybeans, harvested for beans.....	11,480	13,654	119	13,776	16,385	+2,609
Flaxseed, planted.....	6,289	5,895	94	5,031	4,716	-315
Peanuts, grown alone.....	5,013	6,158	123	31,582	38,795	+7,213
Cotton (in cultivation July 1).....	21,995	22,277	101	208,952	211,631	+2,679
Broom corn, planted.....	249	414	166	672	1,118	+446
Other.....	15	25	167	595	662	+67
Sugar crops.....	967	1,284	133	13,729	16,674	+2,945
Sugar beets, planted.....	636	951	150	5,851	8,749	+2,898
Sugarcane for sugar and seed.....	331	333	105	7,878	7,925	+47
Vegetables.....	7,997	8,473	106	71,238	76,419	+5,181
Irish potatoes, planted.....	3,444	3,519	102	23,419	23,929	+510
Sweetpotatoes, planted.....	923	1,056	114	10,522	12,038	+1,516
Fresh vegetables, 23 crops.....	1,524	1,688	111	22,555	24,982	+2,427
Processing vegetables, 11 crops.....	2,106	2,210	105	14,742	15,470	+728
Other major crops.....	5,431	6,061	111	65,892	77,748	+11,856
Dry beans, planted.....	2,807	3,048	109	7,298	7,925	+627
Dry peas, planted.....	741	895	121	519	626	+107
Tobacco, planted.....	1,471	1,756	119	57,663	68,835	+11,172
Winter coverage crop, seeded.....	412	362	86	412	362	-50

¹ Based on an average workday of 10 hours.

² Excludes estimated acreage duplication where the same land is used for two purposes, and includes miscellaneous crops not listed in table.

³ Man-days for 1943 are based on estimated crop acreages achieved and man-days for 1944 are based on acreage goals.

⁴ The acreage of tobacco shown for 1944 includes marketing quota allotments for burley and flue-cured that may not be fully planted.

TABLE 2.—*Estimated labor requirements—1943 indicated production compared to 1944 goals—Continued*

Item	Indicated goal		Goal as of 1943	Man-days		
	1943	1944		1943	1944	Difference 1944 over 1943
Major livestock, poultry, and dairy products. ⁶	1,000 acres (estimated production)	1,000 acres (estimated production)	Percent	1,000 677,640	1,000 689,060	1,000 +11,420
Milk.....	1,000,000 pounds 118,302	1,000,000 pounds 121,237	1,000,000 pounds 102	354,906	366,000	+11,094
Eggs.....	1,000,000 dozen 4,516	1,000,000 dozen 4,597	1,000,000 dozen 102	90,314	90,900	+586
Poultry (except turkeys).....	1,000 pounds 4,029,700	1,000 pounds 4,500,000	1,000 pounds 112	28,213	31,495	+3,282
Turkeys.....	532,700	513,000	96	13,317	12,825	-492
Hogs.....	27,330,000	22,187,000	81	81,990	66,561	-15,429
Cattle and calves.....	18,700,000	21,635,000	116	93,500	108,175	+14,675
Sheep and lambs.....	2,200,000	1,872,000	85	15,400	13,104	-2,296
Other ⁶				618,400	627,150	+8,750
Total.....				2,168,940	2,240,840	⁷ +71,900

⁶ Meat and livestock products. Man-days for 1943 are based on estimated livestock numbers, while those for 1944 are based on production goals.

⁶ Home and market gardens, fruits, berries, nuts, miscellaneous crop acreages, horses and mules, ducks, geese, goats, bees, pasture, woods, and farm maintenance.

⁷ Translating this 71,900,000 additional number of man-days into man-years, the additional agricultural labor required to meet the 1944 goals would have the equivalent of 287,600 men each working 250 days of 10 hours each during the year.

INTERSTATE WORKERS

The CHAIRMAN. Going to the second project, Colonel Bruton, how many have you used during the current year; how many have you recruited and placed during the current year in the interstate movement of labor?

Colonel BRUTON. In round figures, about 100,000 interstate and foreign workers have been moved.

The CHAIRMAN. You have moved 100,000 men?

Colonel BRUTON. Yes, sir. Of that number, approximately 70,000 have been foreign, including Mexicans, Bahamians, and Jamaicans.

In the coming year—

The CHAIRMAN. There have been 30,000 in the interstate movement?

Colonel BRUTON. That is the approximate figure, yes. Quite a number of the foreign workers were moved to two or more areas. In the coming year the over-all figure is 127,000 interstate and foreign, and in round figures, 67,000 of those would be foreign. This number of foreign workers includes an estimated 25,000 who are now here, and who we believe will remain in the United States throughout the winter, working in the southern part of the country.

That results in a lower over-all unit cost for next year.

You will notice that the over-all cost of this transportation program as related to both interstate and foreign workers is estimated at \$12,417,000, for 1944 as compared with \$14,113,000 for this calendar year.

The CHAIRMAN. In other words, you will recruit and place 27,000 more in 1944 than in 1943. In what localities and for what crops will you require 27,000?

What corresponding increase in production do you expect to have as the result of their transportation?

Colonel BRUTON. Out-of-State workers are required by the States that have high seasonal labor needs. The spring wheat area in North and South Dakota is one illustration. There are also the potato areas in Idaho and Maine, the cotton area in Arizona, and the vegetable areas in Florida and all the way up the east coast.

Then, on the west coast, there is very great need for out-of-State workers which is related to the evacuation of the Japanese, who in normal times are used to a large extent in agriculture.

The CHAIRMAN. You are asking for a 27 percent increase for the interstate and foreign transportation of labor. Does that involve, or do you plan to secure, a 27-percent increase in production in the commodities you have just named?

Colonel BRUTON. Not necessarily.

The CHAIRMAN. That increase in labor would not show a corresponding percentage of increase in production? If that is so, what is the reason?

Colonel BRUTON. The total interstate and foreign labor movement planned for 1944 constitutes only a small fraction of the total agricultural labor needs. Though small in comparison to the total, it is of vital importance in that it provides a mobile task force that can be shifted from area to area and from crop to crop as the need exists. From our experience this year this is absolutely essential to producing and harvesting the crops of this country in view of the general situation with respect to manpower. The increase planned in 1944 in the movement of foreign and interstate workers is related to the increased over-all goals, to the further loss anticipated in the farm force, both to industry and to the armed services—

The CHAIRMAN. I think you are getting down to the problem now.

4 LOSS OF FARM LABOR TO THE ARMED FORCES AND INDUSTRY

Colonel BRUTON. There is an increase in the number of men going into the Army, and over all, there is going to be a much more difficult problem.

The CHAIRMAN. You are going to lose a good many thousand men in these areas. How will you lose them? Will you lose them to the industries or to the Army? Can you give us a break-down of those men?

Colonel BRUTON. Yes, sir. Our biggest loss of men leaving agriculture has been to industry and to other types of employment.

The CHAIRMAN. To what extent has the prospective call to the armed services deferred the movement of labor from the farms, if any?

Colonel BRUTON. The deferment of farm labor has been very helpful. There is not any question about that. It has been most helpful in that it has made it possible to retain that type of labor that knows the farm and farm work and can handle farm machinery; in other words, the trained agricultural worker.

The CHAIRMAN. And you think you will be able to secure and bring into the country, or bring across State lines, 127,000 men in 1944 of the qualifications that you enumerate?

Colonel BRUTON. I think we can secure that number of men, but——

The CHAIRMAN. Men of the age and of the efficiency and the knowledge of agricultural conditions who will meet the demands for farm labor in those areas you have enumerated?

Colonel BRUTON. I do not think we are going to get large numbers of skilled farm operators; but these interstate workers that are recruited from one State and moved into another are actual agricultural workers who can be recruited in one area where they can be spared temporarily and moved to another area where they are badly needed.

The CHAIRMAN. On what basis do you estimate this additional 127,000 men? How did you fix that exact figure?

Colonel BRUTON. We arrived at that figure by considering the needs for supplementing the local sources of labor.

The CHAIRMAN. You say you "think"; is that just a rough guess, or did you have any data upon which to base such an estimate?

Colonel BRUTON. Yes; on the basis of our experience this year, we feel we can get more interstate workers next year to meet the needs than we have this year. There has been an increasing——

The CHAIRMAN. Now, the question is not your ability to get them, but the question is the need for them. Unless you need them, the question is not how many you can get, but if you need them when you bring them in. What is the basis of your estimate of needing 127,000 men during the coming fiscal year?

Colonel BRUTON. That estimate for interstate and foreign workers to be moved at Government expense is based on the total requirements for agricultural labor in 1944 to meet the production goals, considering the amount that will be available from all sources within the States.

The CHAIRMAN. And how do you reach the estimate as to the number to be lost to industry and the number to be lost to the Army, and how do you break down the percentage that goes to each?

Colonel BRUTON. We have not taken into consideration here nor does our estimate make provision for replacing any specified number of additional workers that we may lose to the Army and to industry.

The CHAIRMAN. You just told me that was the reason you were asking for 127,000 men, because you are going to lose 127,000 men in those areas.

Colonel BRUTON. No; I did not say we were going to lose 127,000 to the Army and Navy; I said we had been losing——

The CHAIRMAN. You said to the Army and industry.

Colonel BRUTON (continuing). And expected to lose some to the Army and to industry.

The CHAIRMAN. On what figures do you base that estimate?

Colonel BRUTON. On experience figures of losses during the past year.

The CHAIRMAN. All right; give us the data on which you base that estimate.

Colonel BRUTON. I do not have the exact figures with me as to what the losses have been from the farms but I can supply them for the record.

The CHAIRMAN. How many have you lost to the Army and how many have you lost to industry during the current year, and how do you ascertain that?

Suppose you supply that later on, going back to 1940, to start with, and coming down to date, supply a tabulation showing each year the number of men that have been lost from the farms to the Army and to industry.

Colonel BRUTON. Yes, sir.

(The tabulation referred to is as follows:)

TABLE 3.—*Estimated number of actual and potential workers, 14 years old and older, leaving agriculture Apr. 1, 1940, to Jan. 1, 1943*

Losses, cumulative since Apr. 1, 1940, to.....	Jan. 1, 1942	Jan. 1, 1943
Entered armed forces ¹	283,000	793,000
Civilians who left farms.....	960,000	1,398,000
Withdrew from agriculture without changing residence.....	1,900,000	2,100,000
Total losses to on-farm labor supply of actual or potential workers.....	3,143,000	4,291,000

¹ Farm operators and laborers.

NOTE.—During the period Jan. 1, 1943, to Aug. 31, 1943, approximately 195,000 farmers and farm laborers entered the armed forces.

The CHAIRMAN. I will ask you to supplement your remarks at this point, starting on the intrastate program, by showing your total requirements and your total placements as of the current year, and those planned for the year 1944.

Colonel BRUTON. Yes, sir.

(The information requested is shown in digest of labor-supply program on p. 3.)

The CHAIRMAN. Have you concluded your statement otherwise?

Colonel BRUTON. Yes.

INTRASTATE WORKERS

Mr. WILSON. Let me get clear on just the information you desire, Mr. Chairman.

The CHAIRMAN. Taking as a basis of your statement, the digest which you have submitted with the estimate, showing under project I, subdivision (A), your recruitments and placements within the States for 1944 and 1943. Just explain that statement to us.

Mr. WILSON. We have, of course, about 12,000,000 workers on farms. Of that number about three-quarters are made up of farm operators and members of their families and about one-quarter consist of hired workers. During 1943, the State extension servies, have made about 3½ million placements during the 6 months of May through October. That involves about 1,500,000 different workers; and the filling of approximately 1,000,000 orders from farmers.

In 1944, an over-all increased crop acreage is called for of, about 4 percent, distributed, as mentioned earlier, largely in corn, wheat, soybeans, peanuts, sugar beets, sweetpotatoes, fresh vegetables, canning crops, dried peas and beans, and tobacco. The 1,500,000 different hired workers who were placed through the Extension Service is about 20 to 25 percent of the amount of hired labor required by farmers. In other words, the 1,500,000 workers does not represent

the total labor supply; it represents only that part of the hired labor supply furnished farmers through the machinery set up under Public Law No. 45.

In 1944, to take care of this additional production, assuming labor will produce the same amount of crops and livestock per worker as was produced in 1943, there will be required the equivalent of 287,000 more workers, each working 250 days of 10 hours each. That is the national picture of increased production. Now in addition to recruiting and placing the amount of labor required to meet the situation in 1943, and which undoubtedly will be more difficult in 1944 we face the task of supplying farmers with this additional labor force.

The CHAIRMAN. You are not answering the question. We have before us here a very definite statement under section (A) of this digest.

Mr. WILSON. Yes.

The CHAIRMAN. Why not translate your figures into the same units that we have here?

Mr. WILSON. Shall we start with 1943 or 1944?

The CHAIRMAN. 1944.

Mr. WILSON. The goal for 1944 is 5,000,000 placements to 1,000,000 farmers. This year—1943—we placed three and a half million for the 6-month period, May through October 1943. Our 1944 goal contemplates an increased number of placements of about 1,500,000. That will be accomplished partly through the operation of the program on a 12-month basis in 1944, instead of on an 8-month basis as in 1943; it will be done partly through increased utilization of women and youth, and the mobilization of the labor resources of the community not usually employed for farm work.

In other words, we are estimating that the 400,000 in the youth movement this year, placed through Extension, can be increased to nearly 700,000 next year; we are expecting to increase the women's land army movement, in which more than 200,000 women were placed in agriculture in 1943, to nearly 400,000 in 1944.

The CHAIRMAN. Of course, what we are interested in is the number of additional workers you are going to require in 1944 over 1943. That is what this whole thing is about.

Mr. WILSON. Yes.

The CHAIRMAN. Now you say it is estimated that 1,500,000 different workers have been placed, and so forth, but you have not told us how many more you will require in 1944 and how many more you expect to supply in 1944.

Mr. WILSON. The labor requirements add up to the equivalent of 287,000 more man-years of labor. This will consist of different classes of workers. It has been estimated that 50,000 regular full-time workers on the farm, and approximately 500,000 seasonal workers, will be required to supply this additional 287,000 man-years of labor.

The problem is not only one of getting additional workers for next year, but also one of supplying farmers with an amount of labor equivalent to the 1943 supply.

The CHAIRMAN. I see you are estimating here 550,000 additional persons in the coming year over the current year.

Mr. WILSON. You are talking about laborers?

The CHAIRMAN. Yes, individual laborers—550,000 additional individual laborers in the coming year over the current year.

Mr. WILSON. Yes; between five and six hundred thousand individual workers will be required.

The CHAIRMAN. 550,000; that is right?

Mr. WILSON. Yes, approximately.

Mr. TABER. How do you get that? You say here in A, in the right-hand column, 3,332,000 seasonal and 146,000 regular or year-around workers.

Mr. WILSON. That is the number of placements made by the State Extension Services since Public Law 45 became operative, up to October 31, 1943.

Mr. TABER. That is placements; not individual workers?

Mr. WILSON. That is right. We estimate that the placements, through October involve 1,500,000 different workers. That is a very difficult figure to obtain accurately, since the same worker may show up in many different places.

The CHAIRMAN. Yes; you estimate in the right-hand column, one and a half million different workers.

Mr. WILSON. That is only for part of the year.

The CHAIRMAN. And you estimate you expect to add 550,000 additional during 1944. That would bring it up to 2,050,000 instead of 2,200,000 that you give us in the left-hand column. That is a very material difference. That is shooting very wide of the mark.

Mr. WILSON. But, you see, the figure on the right-hand side, of 1,500,000 covers only a 6-months' period, through October. It happens those are the heaviest labor months, but there would be some increase in that figure for the other 6 months of the year. The figures in the right-hand column are the reports of activities of the Extension Services during the 8 months this farm-labor program has been in operation; whereas the figures in the left-hand column are the total anticipated in 1944 on an annual basis.

The CHAIRMAN. Those are actual figures, actual statistics, May 1 to October 31?

Mr. WILSON. That is right.

The CHAIRMAN. For the 6 months period?

Mr. WILSON. That is correct.

The CHAIRMAN. That is accurate, is it not?

Mr. WILSON. I think so, sir. We try to be conservative.

The CHAIRMAN. Now proceed.

Mr. WILSON. The left-hand column is the total estimated job for the full calendar year of 1944. The 1,500,000 that Colonel Bruton referred to is only for the part of 1943 covered by the farm labor assignment of the State extension service; whereas the other figure of 2,200,000 is the total number of workers that the Extension Service expects to handle in 1944 if this program is continued.

FOOD PRODUCTION IN 1942, 1943, AND 1944, COMPARED TO 5-YEAR AVERAGE 1935-39

The CHAIRMAN. I see in your justifications here you say the total food production in 1943 is 5 percent larger than the record year of 1942.

Mr. WILSON. Yes.

The CHAIRMAN. That it is 32 percent larger than the basic period of 1935 to 1939?

Mr. WILSON. Yes.

The CHAIRMAN. You have every reason to believe you will reach that goal, have you?

Mr. WILSON. Those figures are taken directly from the report on the National Food Situation, Bureau of Agricultural Economics September 1943. We consider the B. A. E. a reliable source, and use their figures.

The CHAIRMAN. What data have you to show what the production was in 1942 and 1943, and the basic period of 1935-39?

Mr. WILSON. The graph on page 15 of this same publication presents information on food and feed production 1940 to 1943 compared to the 1935-39 average. The graph on the front cover gives the same information in terms of per capita production.

The CHAIRMAN. Suppose you give us in the record at this point a tabulated statement showing production for 1942 and 1943, and the average for the period 1935-39. You can do that at this time, I suppose, in terms of quantity and also in terms of acreage?

Mr. WILSON. It is much easier to express that information in terms of index numbers, because of the necessity of combining various kinds of crop and livestock production.

The CHAIRMAN. I realize that, but we would like to have it in terms of quantity also, and in terms of acreage.

Mr. WILSON. I do not have the quantity data, but I do have the index numbers in terms of food production per capita.

The CHAIRMAN. Suppose you supply that.

Mr. WILSON. Compared to 100, used to express the average per capita food production during the 1935-39 period, the index number for 1939 was 105; for 1940 it was 109; for 1941 it was 112; for 1942 it was 121; and for 1943 it was 125.

The CHAIRMAN. Suppose you supplement your remarks by translating that into quantities, units of production, and in acreage, so that we can have the exact figures before us.

Mr. WILSON. You want livestock, too, I presume?

The CHAIRMAN. Yes; crops and livestock.

(The information requested follows:)

TABLE 4.—*Summary of crop production, 1935-43*¹

Item	Unit	Thousand units				
		1935-39	1940	1941	1942	1943
Grain and Hay:						
Corn.....	Bushels.....	2,315,539	2,462,320	2,675,790	3,175,154	3,055,605
Oats.....	Bushels.....	1,045,329	1,245,388	1,180,663	1,358,730	1,148,692
Barley.....	Bushels.....	238,616	308,944	362,080	426,150	330,212
Hay, all tame.....	Tons.....	74,244	85,067	82,736	92,245	85,872
Wheat.....	Bushels.....	758,623	813,305	943,127	981,327	835,816
Rye.....	Bushels.....	44,917	39,984	45,364	57,341	33,314
Rice.....	Bushels.....	49,852	54,433	51,323	66,363	69,019
Oil and fiber crops:						
Soybeans, harvested for beans.....	Bushels.....	56,167	77,468	105,587	209,559	206,868
Flaxseed.....	Bushels.....	10,991	30,888	32,285	40,660	51,486
Peanuts.....	Pounds.....	1,229,204	1,749,705	1,476,845	2,206,935	2,769,090
Cotton.....	Bales.....	13,149	12,566	10,744	12,824	11,478
Sugar crops:						
Sugar beet, refined.....	Tons.....	1,421	1,018	1,484	1,609	1,187
Sugarcane, raw.....	Tons.....	474	332	419	463	530
Vegetables:						
Irish potatoes.....	Bushels.....	355,513	375,774	355,602	371,150	469,545
Sweet potatoes.....	Bushels.....	67,927	52,243	62,144	65,380	74,704
Fresh vegetables, 23 crops.....	Tons.....	6,385	6,801	6,552	7,073	6,322
Processing vegetables, 11 crops.....	Tons.....	3,505	3,969	5,102	5,757	5,663
Other crops:						
Dry beans.....	Hundredweight.....	14,550	16,879	18,503	19,608	22,770
Dry peas.....	Hundredweight.....	2,570	2,077	3,700	7,160	9,458

¹ Taken from reports on crop production, Bureau of Agricultural Economics, U. S. Department of Agriculture.

TABLE 5.—*Summary of livestock, poultry, and dairy products production for 1935-39 average; 1940, 1941, 1942; 1943 expected, and 1944 goal*

Item	Unit	Average 1935-39	1940	1941	1942	1943 ex- pected	1944 goal
Milk: Production on farms ¹	1,000,000 pounds.....	103,624	109,510	115,498	119,240	118,302	121,237
Milk cows: Number on farms ¹	1,000 head.....	23,548	23,684	24,361	25,159	25,669	26,148
Eggs: Production on farms ²	1,000,000 dozen.....	3,032	3,299	3,480	4,018	4,517	4,597
Chickens: Raised on farms ²	1,000.....	664,373	617,005	716,830	794,787	925,652	892,983
Chicken broilers: Commercial production. ²	1,000.....	69,687	131,756	172,490	204,060	248,576	208,805
Turkeys: Raised on farms ³	1,000.....	27,006	34,224	33,161	33,157	33,176	32,023
Hogs: Number of sows to farrow: ⁴							
In spring.....	1,000 head.....	6,817	8,243	7,736	9,657	12,140	10,325
In fall.....	1,000 head.....	4,306	4,760	5,518	6,825	8,515	6,898
Cattle and calves:							
Total number, Dec. 31 ⁵	1,000 head.....	66,684	71,461	75,162	78,170	80,800	76,842
Beef cows, Dec. 31 ⁵	1,000 head.....	10,496	11,229	12,124	12,672	12,466	11,970
Sheep and lambs: Number on farms, Dec. 31. ⁵	1,000 head.....	51,462	54,283	56,735	55,089	52,900	51,901

¹ Farm production, disposition, and income from milk, 1941-42, Bureau of Agricultural Economics, Apr. 15, 1943.

² Farm production and income, chickens, eggs, and turkeys, United States, 1941-42, Bureau of Agricultural Economics, May 1943.

³ 1943 turkey crop the same as last year, Bureau of Agricultural Economics, Aug. 24, 1943.

⁴ June and December pig crop reports, Bureau of Agricultural Economics.

⁵ Livestock on farms, Jan. 1, Bureau of Agricultural Economics, issued February each year.

⁶ Livestock numbers, Bureau of Agricultural Economics, issued annually.

NOTE.—1943-44 data from news release No. 1019-44 U. S. Department of Agriculture, Nov. 11, 1943. 1935-39 averages computed, and 1940, 1941, 1942 data taken from sources indicated.

(Compare table reflecting labor required to meet 1944 goods as compared to 1943 production, shown in table of estimated labor requirements on p. 17.)

TABLE 6.—*Summary of crop acreages for 1935-39, 1940, 1941, 1942, 1943 indicated, and 1944 goals*

[Thousands of acres]

Item	1935-39	1940	1941	1942	1943 indi- cated	1944 goal
Grain and hay:						
Corn, planted.....	97,055	88,913	87,631	91,011	96,818	100,253
Oats, planted.....	40,586	39,224	41,598	42,662	42,654	39,558
Barley, planted.....	13,364	15,627	15,797	19,448	17,893	17,372
Sorghums (except sirup), planted.....	15,029	21,020	18,506	15,889	17,220	16,740
Hay, all tamo, harvested.....	55,770	60,035	59,317	60,211	60,489	62,838
Wheat, planted.....	73,235	61,610	62,332	52,533	54,159	67,030
Rye, acreage for harvest as grain.....	6,750	3,194	3,570	3,837	2,875	2,408
Rice, planted.....	1,007	1,090	1,263	1,505	1,538	1,525
Oil and fiber crops						
Soybeans, harvested for beans.....	3,042	4,786	5,881	10,762	11,480	13,654
Flaxseed, planted.....	1,938	3,364	3,470	4,691	6,289	5,895
Peanuts, grown alone.....	2,173	2,580	2,461	4,384	5,013	6,158
Cotton (in cultivation July 1).....	28,496	24,871	23,130	23,302	21,995	22,277
Sugar crops:						
Sugar beet, planted.....	892	795	794	1,045	636	951
Sugarcane, for sugar and seed.....	287	270	289	317	331	333
Vegetables:						
Irish potatoes, planted.....	3,123	2,900	2,768	2,793	3,444	3,519
Sweet potatoes, planted.....	804	658	746	707	923	1,056
Fresh vegetables, 23 crops.....	1,745	1,720	1,695	1,682	1,524	1,688
Processing vegetables, 11 crops.....	1,383	1,377	1,641	1,945	2,106	2,210
Other crops:						
Dry beans, planted.....	1,917	2,080	2,255	2,135	2,807	3,048
Dry peas, planted.....	281	303	359	501	741	895
Tobacco, planted.....	1,644	1,411	1,306	1,379	1,471	1,756

NOTE.—1943-44 data from news release No. 1019-44, U. S. Department of Agriculture, Nov. 11, 1943. 1935-39 averages, and 1940, 1941, 1942 figures based on annual data in Bureau of Agricultural Economics crop reports.

The CHAIRMAN. Now you say the plans call for even larger production goals; although we are 5 percent in excess of last year and 32 percent in excess of the basic period, that the plans call for even larger goals in 1944?

Mr. WILSON. That is correct.

The CHAIRMAN. On what basis of production do you make that estimate?

Mr. WILSON. An increase of 4 percent in crop acreage in excess of the record production of 1943. Livestock varies according to the different kinds of livestock. Dairying is 2 percent in excess of 1943; poultry and eggs just about the same as 1943—

The CHAIRMAN. Your goal at this time is an increase of 9 percent over 1942 and an increase of 41 percent over the period 1935-39?

Mr. WILSON. Yes.

The CHAIRMAN. And you have every reason to expect that goal will be reached?

Mr. WILSON. The emergency is such that we must exert every possible effort to meet it.

The CHAIRMAN. And the additional labor you are requesting here will be sufficient to achieve that goal?

Mr. WILSON. That is what we are figuring on. The Office of Labor is not responsible for setting the production goals, but it is responsible for making every possible effort to supply the labor required to meet the production goals.

The CHAIRMAN. Your responsibility is to gear labor to attain that production goal?

Mr. WILSON. Yes.

The CHAIRMAN. And that is what you are proposing in this estimate?

Mr. WILSON. That is right.

The CHAIRMAN. Now, in making your general estimate, you necessarily have had to take into consideration the fact that while some foods were increased, there was a decrease in certain foods?

Mr. WILSON. That is correct.

The CHAIRMAN. In what foods was there a decrease, and in what foods was there an increase, bringing about this general average?

Mr. WILSON. Oats, rye, and flaxseed acreages are down.

The principal increases are in wheat and corn, wheat showing the larger increase. Soybeans and peanuts acreages are somewhat higher.

The CHAIRMAN. Instead of saying "somewhat"—

Mr. WILSON. You would prefer the actual figures?

The CHAIRMAN. Yes. You can do that when your remarks come back to you—give the actual figures.

Mr. WILSON. Gladly.

(See tables inserted on pp. 24 and 25.)

The CHAIRMAN. What about meat?

Mr. WILSON. The goal on chickens is 4 percent less than in 1943.

The CHAIRMAN. First take meat, and then poultry.

Mr. WILSON. Cattle and calves are 5 percent; beef cows, 4 percent; and sheep and lambs, 2 percent, below last year. A larger decrease in number of hogs is anticipated.

The CHAIRMAN. And for poultry?

Mr. WILSON. Four percent below for general production; 16 percent below on commercial broilers.

The CHAIRMAN. How about eggs?

Mr. WILSON. Eggs, 2 percent above 1943.

The CHAIRMAN. Dairy products?

Mr. WILSON. Two percent above for the number of milk cows and 2 percent above in milk production for 1944 over 1943.

The CHAIRMAN. What about fruits?

Mr. WILSON. The table does not include fresh fruits. Processed vegetables are up 5 percent over 1943. Fresh vegetables—an average of 23 crops—11 percent; sweetpotatoes, 14 percent; Irish potatoes, 2 percent.

The CHAIRMAN. Suppose you put that table in the record.

Mr. WILSON. Yes.

MINIMUM CROP LOSSES IN 1943

The CHAIRMAN. You also state in your justifications there has been no substantial loss in crops in 1943 directly attributable to a lack of harvest labor.

Mr. WILSON. That is correct.

The CHAIRMAN. Before we leave that, however, you do not attribute the loss of potatoes in Idaho as being due to a lack of labor?

Mr. WILSON. No, I would say not; because there was ample labor there to have done the job under even worse than average weather conditions; but the beginning of the harvesting was delayed because frost had not yet killed the vines. The harvest had gotten under way nicely, when a 10-day rainy period occurred which is something unusual at that period of the year. Potatoes could not be harvested during that period regardless of how much labor was available.

The rainy period, was followed by cold weather, and a small amount of injury from freezing was reported.

The CHAIRMAN. But, if you had had labor available at the right time, you could have saved the potatoes?

Mr. WILSON. If labor could have been drawn off from all other crops in nearby States. Even then there would have been insufficient housing, and machinery to utilize all of the harvest labor that would have been required during the short period preceding the rain. Farmers do not operate on that basis.

The CHAIRMAN. Also, the newspapers report there was a very heavy loss of potatoes in Maine due to freezing as a result of insufficient labor to harvest them.

Mr. WILSON. I think that was inaccurate.

The CHAIRMAN. What about the accuracy of these newspaper reports?

Mr. WILSON. The loss in Maine was very slight, below the average, I believe, in spite of the record-breaking crop.

The CHAIRMAN. The newspaper statements, then, were inaccurate?

Mr. WILSON. The newspaper statements were inaccurate, according to all the information I have received.

The CHAIRMAN. As a matter of fact, what percentage of the crop was not dug in time to escape the frost?

Mr. WILSON. I think one hard freeze occurred when 10 to 15 percent of the crop was undug. The freeze, however, was not sufficiently hard to do more than 5 to 10 percent injury to the part of the crop remaining undug. Other factors than the supply of labor also had an influence upon the early completion of the Maine potato harvest.

The CHAIRMAN. You say no loss was due to lack of labor at harvest time. Was there any loss due to lack of labor at planting time and during the period required for cultivation?

Mr. WILSON. That is something which is very difficult to determine. One important factor this year was the weather at planting time. You all remember the rainy, cold spring in the North Central and Eastern States. In New York State, for example, farmers were not able to do any plowing during the entire month of May. Then you remember in the sugarbeet areas growers could not get their beets planted because of the weather, despite the fact that an excess of labor was available.

Then the floods came in the Corn Belt and in the Mississippi Valley in late May and early June and wiped out much of the early-planted corn.

So it is rather difficult to say there might have been more crops planted somewhere if there had been more labor. I think the real answer to that question is that there has been, over all, a 5-percent increase in food production in 1943, as compared to 1942, which was our record year.

NEED FOR DAIRY AND LIVESTOCK LABOR

The CHAIRMAN. What about the sufficiency of labor for the production of meat animals?

Mr. WILSON. There has been a very high meat production during 1943, considerably in excess of last year. That helped to balance the smaller crop production of some areas. Livestock and dairy farmers, of course, require year-round labor, which is the most difficult kind of labor to supply.

Mr. TABER. You do not have very much meat-animal labor demand do you?

Mr. WILSON. We have a considerable demand for that type of labor.

The CHAIRMAN. You do dairy labor, but not meat animals?

Mr. WILSON. Throughout the general livestock areas of the central West, and elsewhere, in the feeding of beef cattle and hogs, there is quite a demand for both year-round and seasonal labor. In fact, the Office of Labor was called upon to transport some interstate workers to Wyoming to take care of putting up hay for beef cattle and sheep.

The CHAIRMAN. The newspapers also report that due to directives issued, or due to releases by the Food Administration, and prices fixed by O. P. A., there has been a congestion of hogs at the central markets in the last 2 or 3 weeks—so great that the processing industry was unable to handle them, due to a lack of labor; that they called for labor in the processing plants, but were unable to secure it. That would be out of your jurisdiction, as I understand.

Mr. WILSON. That is correct.

The CHAIRMAN. You provide the labor only for farming operations?

Mr. WILSON. Yes.

The CHAIRMAN. You do not provide labor for processing the farm products?

Mr. WILSON. No.

Colonel BRUTON. We have been working with the War Manpower Commission and others on that recently in order to render all the assistance possible, because we are vitally interested in that problem.

The CHAIRMAN. What results have you been able to secure? Of course, it is useless for us to produce animals if we cannot process them.

Colonel BRUTON. That is correct. And as a result of working with the War Manpower Commission, the Provost Marshal General's office, Undersecretary of War Patterson and others, arrangements have been made to make Italian prisoners of war available in the Chicago area. To help meet the need in the far West I have requested the State Department to take up with the Mexican Government the question of using the Mexican nationals—that we have imported under Public Law 45—in those yards and packing plants in the West, and the Mexican Government has agreed to that as an emergency measure. Of course, we shall work through the War Manpower Commission in making that labor available to the meat-packing industry for this critical period, and the Mexican Government has agreed to it on the basis that such workers will continue under the existing agricultural contract, with the same stipulations that cover their employment in agriculture. We hope we will be able to render some assistance, even though it is not initially in our field.

PRICE AND LABOR BIG PRODUCTION INCENTIVES

The CHAIRMAN. Is there any evidence that the price of farm products, including the price of livestock, has not been sufficiently high to produce a price incentive for their production by the farmer and for needed increases in production by the farmer? Of course, all of the farmer's costs have gone up; the cost of his labor has gone up; the costs of every farm operation, or production costs, have gone up. Has that been taken into consideration?

Colonel BRUTON. I cannot answer that question.

The CHAIRMAN. You have had no information, there is no evidence or data available, bearing upon the question as to whether or not farm prices are sufficiently high to provide an incentive for the maintenance of production and to increase the production?

Colonel BRUTON. My reaction from contacts with farmers in the field is that they are going along with the production goals that have been set up, and I have not personally received any reactions to indicate that we won't be able to get the planting done that is planned if they feel reasonably sure that the labor is coming along. Of course, being interested in labor, I have gotten this reaction from many sources—"We would like to be assured we are going to have sufficient labor."

The CHAIRMAN. You have evidence that all costs of production have increased, I take for granted?

Colonel BRUTON. Of course, I know that; yes.

The CHAIRMAN. Now, the question is whether or not the price has been increased sufficiently to provide an incentive. In other words, Is the American farm producing at capacity; is the price incentive sufficient to secure capacity production on the American farm?

Colonel BRUTON. Those War Food Administration staff members who attended the State meetings on 1944 production would probably have some reactions as a basis for an answer to that question. I did not attend those meetings.

The CHAIRMAN. Have not you anybody on your staff who can answer that question?

Colonel BRUTON. No.

The CHAIRMAN. Of course, that is the crux of the whole matter—whether or not you are securing capacity production. Now, you do estimate that you are providing enough labor to secure capacity production?

Mr. WILSON. We have estimated the labor required to meet the goals set up for 1944. Weather, of course, is a very important factor in determining farms production.

The CHAIRMAN. The weather does not enter into capacity production. The question is—is the farmer laying his plans, and executing his plans to produce the maximum, providing the season is favorable and the weather does not interfere?

Mr. WILSON. I am not sure that anyone knows what maximum agricultural production might be in this country if we had an unlimited price stimulus and an inexhaustible supply of labor, machinery and other items required in farm production.

The CHAIRMAN. It is merely a question: Are they producing all they can possibly produce?

Mr. WILSON. In view of the labor supply, the machinery situation, the fertilizer situation, and the family labor supply, American farmers are performing a remarkable feat of producing food.

The CHAIRMAN. That is not the question. The question is if the labor supply is inadequate to produce to capacity, or if the machinery is inadequate, or the fertilizer is inadequate to produce to capacity, it is our business, in order to win this war, to provide the facilities for capacity production.

Mr. WILSON. Yes. But I take it that agriculture has to be balanced, from the labor standpoint, against the total labor pool. We have a demand for labor by the armed services. We have a demand for labor in making munitions of war. And agriculture, I take it, has to be in balance with these other things.

The CHAIRMAN. You are still not answering the question.

Mr. WILSON. Perhaps—

The CHAIRMAN. Our objective in this war is to get all of the food we can get. Even at best, we are not going to have enough. Now, is the price incentive and the labor supply sufficient to maintain production on the American farm at the maximum?

Mr. WILSON. I was going to say I think it would be desirable to invite someone from the Bureau of Agricultural Economics, who has made a thorough study of prices, production trends, and so forth, to answer your question.

The CHAIRMAN. Well, that is part of your problem; you should be familiar with that.

Mr. WILSON. I could express a personal opinion.

The CHAIRMAN. Of course, we are not interested in opinions. All we are interested in is data.

Mr. WILSON. I should prefer that someone who has made a study of price and production trends be requested to supply the data you desire.

MACHINERY AND FERTILIZER SUPPLY

The CHAIRMAN. You mentioned machinery. What is the farm machinery outlook in 1944, as compared with 1943?

Mr. WILSON. I understand a much larger quantity of materials has been allocated for making new farm machinery for use in 1944. But even with that, I believe the new machinery to be provided is equal to only about 3 percent of the total machinery on farms. Additional machinery will be very, very helpful but will not completely meet the situation.

The CHAIRMAN. Have you had adequate machinery on the farms for 1943?

Mr. WILSON. No, sir.

The CHAIRMAN. By what percentage have you fallen short of farm-machinery requirements in 1943?

Mr. WILSON. I would have to ask someone who has studied the farm-machinery problem to answer that.

The CHAIRMAN. I do not suppose you could give us the figures on fertilizer either, could you?

Mr. WILSON. No, sir.

The CHAIRMAN. Can you give us a statement in the record on that?

Mr. WILSON. I shall be glad to supply statements on both the farm-machinery and fertilizer situations.

(The statements are as follows:)

UNITED STATES DEPARTMENT OF AGRICULTURE,
November 23, 1943.

FARM MACHINERY OUTLOOK IMPROVED

An improved outlook for new farm machinery in 1944 is foreseen by the War Food Administration in an analysis of the current and anticipated production schedule of manufacturers.

Over-all raw materials authorized by the War Production Board for making general planting, tillage, and harvesting equipment during the year provide for approximately double the quantity produced in 1943, or about 80 percent of the production in 1940—a year in which manufacture was relatively large. The manufacture of repair parts will be unrestricted.

Production for the first quarter (July 1 to September 30, 1943) of the 1943-44 program of spring-use equipment, including land preparation machinery, seeding equipment, tillage tools and similar items, amounted to 760,500 units.

Total tractor production for farm use during the 4 months ending October 31 was slightly more than 25 percent of the year's production schedule. Component parts, such as antifriction bearings, malleable castings and forgings constitute the principal problem in connection with the production of farm machinery. War Food Administration has been assured by the War Production Board that every step possible, consistent with critical military requirements, will be taken to expedite delivery of component parts. The principal bottleneck in farm machinery production is in bearings, one of the trouble spots of all mechanical production.

Production is accelerating and, barring unforeseen difficulties, it is anticipated that quotas assigned to manufacturers will be met. It is expected that equipment items needed for spring tillage will be delivered in time to meet farmer's needs.

Officials of both War Production Board and War Food Administration are cooperating to assist farm machinery and equipment manufacturers to keep substantially on their schedules as approved by War Production Board. The schedules give consideration to farmers' seasonal needs.

Sufficient tonnage of carbon steel has been authorized to manufacturers to meet the entire machinery and repair parts schedule for domestic use.

The improved outlook for 1944 permits a reduction in the number of types of machinery which it will be necessary to ration, compared with the rationing

schedules of 1943. Distribution control will be necessary on only 46 types, and rationing control on only 31 types. More nearly normal trade relationships will exist between farmers, dealers, and manufacturers.

Machinery rationing for 1944 continues under FPO No. 14 and supplements. The new program permits manufacturers greater latitude in distribution than was possible in 1943. Neither attachments nor repair parts are subject to rationing and distribution.

The tight spot in farm equipment, the War Food Administration analysis shows, will be hauling vehicles, including trucks, and replacement tires for trucks now in operation.

BRIEF FERTILIZER OUTLOOK STATEMENT 1943-1944

The supply of fertilizing materials available for food production during the year July 1, 1943, to June 30, 1944, is larger than any previous year except for potash. The fertilizer materials used during this period will result in increased crop production primarily in 1944.

NITROGEN SUPPLIES

The total supply of nitrogen available for use in 1943-44 is estimated according to present production plans at 625,000 tons. This is 33 percent more than the 460,000 tons available and consumed in 1942-43. The nitrogen consumption has been increased from about 260,000 tons in 1933 to slightly over 400,000 tons in 1937 and has averaged about 400,000 tons per year from 1937 to 1941.

The 1943-44 nitrogen supply include a number of materials, some which have not been generally used in previous years especially for direct application. The supply of ammonium sulfate will be larger than in previous years. This material is needed for use in mixed fertilizers together with other forms of nitrogen in order to make the approved grades and have mixed fertilizers that are in physical condition that they can be distributed with available farm machinery.

The supply includes about twice the quantity of nitrogen, in solution forms, used in 1941 which was the largest quantity that had ever been used in any one year. The nitrogen solutions are used in mixed fertilizer, and are very acceptable.

The supply of nitrate of soda is estimated at 805,000 tons, all to be allocated for direct application in the area east of the Rocky Mountains. This compares with a total of 812,000 tons allocated for direct application in the same area in 1942-43.

The supply includes a large quantity of ammonium nitrate which will be used in mixed fertilizers and for top and side dressing. Although considerable quantities of ammonium nitrate materials have been used in mixed fertilizers in the past, it is practically a new material when used alone. Some untreated material was distributed in the spring of 1943. It caked badly, absorbed moisture, and could not be distributed with farm machinery. Efforts have been made to overcome these difficulties by manufacturing in the form of pellets, then coating with wax and secondly with clay. Although conditioned ammonium nitrate is a good source of nitrogen for use in mixed fertilizers its usability for top and side dressing after long periods of storage is still uncertain.

The nitrogen supply also contains increased quantities of eal-nitro, uramon, and the ammonium phosphates, and about as much cyanamid as was available during the last year.

SUPERPHOSPHATE SUPPLIES

The production of ordinary superphosphate, 18 percent P_2O_5 equivalent, is expected to total 7,000,000 tons for this fertilizer year. In addition, the production of treble superphosphate will be 275,000 tons, of which 123,000 will be available for use in the United States, with 152,000 tons allocated and shipped to the United Kingdom. During the fertilizer year of 1942-43, production of ordinary superphosphate amounted to 5,800,000 tons, basis 18 percent P_2O_5 , thus an estimated increase in production of ordinary superphosphate of 1,200,000 tons.

In 1933 the production of superphosphate 18 percent basis amounted to approximately 3,000,000 tons. This has been increasing each year except for 1938 when there was a slight drop and reached the total of 5,800,000 in the 1942-43 fertilizer year.

POTASH SUPPLIES

The supply of potash available for agriculture in 1943-44 is 530,000 tons of chemical material and an estimated 20,000 tons from miscellaneous sources. This compared with the distribution of 1942-43 of 590,000 tons of chemical potash and

a consumption of 460,000 tons in 1941 and 530,000 tons in 1942. Thus, the supply of potash for 1944 will be about the same as consumed in 1942 by about 10 percent less than that consumed for 1943 crops.

FERTILIZER REQUIREMENTS

Increased quantities of fertilizer means increased quantities of food. Estimates made by the Production Programs Branch in the capacity production studies for 1944 indicated the need for 700,000 tons of nitrogen, 9,400,000 tons of 18 percent superphosphate, and 877,000 tons of potash. If materials were available to this extent, it is estimated that they will find ready use in the agriculture production program providing increased quantities of food on the present acreage of crop land without increasing the requirements for labor and machinery. In 1938 the use of fertilizer accounted for approximately 15 to 16 percent of the total food production. In 1942, the use of fertilizer accounted for about 18 to 19 percent of the total food production, and with the available supplies in 1943-44, fertilizers will be responsible for 20 or 25 percent of the total food produced.

SALE OF FARMS

The CHAIRMAN. We also have had considerable newspaper comment on the sale of farms, due to the difficulties of production and the lack of facilities. What information can you give us as to the sale of farms?

Mr. WILSON. I think there, again, it will be advisable to check with the people compiling that information.

The CHAIRMAN. Are there any farms being sold or production discontinued as the result of a lack of sufficient farm labor?

Mr. WILSON. Individually, yes; but those farms are mostly going into the hands of others who are operating them for production.

The CHAIRMAN. You mean the purchaser of the farm is able to secure labor—

Mr. WILSON. Some.

The CHAIRMAN (continuing). When the seller of the farm is not able to secure labor?

Mr. WILSON. Frequently the owner-operator is selling the farm primarily because he is well along in years and personally unable to do the hard physical labor he has been accustomed to hire. In other words he cannot get along with unskilled labor. The new owner may be so situated that he can use women, youths, or others sources of unskilled labor.

The CHAIRMAN. You do not think that means, necessarily, a general decrease in production?

Mr. WILSON. I do not think so.

The CHAIRMAN. When one owner goes out of business?

Mr. WILSON. In most instances another owner takes over.

The CHAIRMAN. Has the number of dairy farms increased or decreased in 1943?

Mr. WILSON. Milk production was slightly lower in 1943 than in 1942. Dairying is in one of the fields of production where it is more difficult to supply the year round labor required. The character of the feed supply is also an important factor in dairy production.

USE ON FARMS OF TROOPS, PRISONERS OF WAR, JAPANESE EVACUEES, AND SO FORTH

The CHAIRMAN. In this connection what has been your utilization of Japanese internees at the war relocation centers as well as the prisoners, Italian and German prisoners, and your conscientious objectors?

Mr. HERRELL. The table on page 13 of the justifications indicates that during the 6-month period, May, through October, approximately 12,600 Japanese evacuees were utilized in agriculture; 44,000 inmates of corrective and penal institutions; approximately 2,500 conscientious objectors; 54,500 members of the military service volunteering for farm work on passes of from 1 to 3 days' duration; 7,425 soldiers (detained by unit from the War Department); and 45,400 prisoners of war have been employed in agriculture.

The CHAIRMAN. What arrangements have you made in the way of paying and feeding this class of labor?

Mr. WILSON. The soldiers, members of the armed services, in some States work on 3-day passes and the farmers furnish meals.

Colonel BRUTON. They are paid the prevailing rate of pay.

Mr. TABER. Do they get it themselves?

Mr. WILSON. Yes; they get it when they work on a 1- to 3-day pass basis, for in these cases they volunteer to go out and work on the farm, but if organized troop units are used, the Treasury is reimbursed on the basis of the prevailing wage.

The CHAIRMAN. You are speaking now of the armed forces of the United States?

Mr. WILSON. Yes.

The CHAIRMAN. What about the prisoners of war or Japanese evacuees?

Mr. WILSON. The Japanese evacuees, of course, operate as free laborers and receive the prevailing rate, prisoners of war receive 80 cents per day from the War Department and the employer pays the Treasury of the United States for their work at the prevailing rate.

The CHAIRMAN. How are they fed?

Mr. WILSON. If the Japanese work on individual farms they are fed by the farmer direct. The prisoners of war are fed by the Army.

The CHAIRMAN. Does the Government supervise wages and care or is that a matter of contract between the employee and the employer for Japanese evacuees?

Mr. WILSON. The latter.

The CHAIRMAN. Of course, the employment of both prisoners of war and evacuees is purely on a voluntary basis. Neither the prisoners of war nor the Japanese evacuees are required to work unless they volunteer to work; that is correct, is it not?

Colonel BRUTON. That is correct.

The CHAIRMAN. And when they do work they receive what wages?

Mr. WILSON. The prisoners receive only 80 cents per day but the Treasury of the United States is reimbursed at the prevailing wage rate.

The CHAIRMAN. You observe, of course, the Geneva Convention?

Mr. WILSON. Yes.

The CHAIRMAN. In what respect is that affecting the situation as contrasted with the employment of members of the armed forces?

Colonel BRUTON. The employment of war prisoners in agriculture comes within the Geneva Convention, but as stated, the United States Treasury is reimbursed at the prevailing rate paid by the farmer for the number of prisoners of war he uses on the basis that the farmer must incur the same cost for his harvest, whether he uses prisoners of war or whether he uses free labor. The War Department from its appropriation pays the prisoners 80 cents per day for each day that they work.

The CHAIRMAN. The Geneva Convention specifies the pay and we follow that specification?

Colonel BRUTON. The amount that is allowed by the Army to the prisoner is 80 cents per day under the Geneva Convention.

The CHAIRMAN. So we have some profit on the prisoners of war?

Colonel BRUTON. Yes.

Mr. TABER. Not when you get the whole bill.

Colonel BRUTON. No; not if you consider the over-all expense. Of course, the Army has to house and feed the prisoners of war in any case and when they do work the United States Treasury receives the prevailing wage from the farmers.

MILITARY DEFERMENT FOR FARM LABOR

The CHAIRMAN. Has the inductment of essential farm labor ceased entirely, under the provisions of the Tydings amendment?

Colonel BRUTON. No; induction of farm workers has not ceased entirely. Letters come in continually stressing the fact that somebody's boy on the farm or who has been assisting in farm work is being inducted and they want assistance in checking up on it. This problem is handled by the States and the local boards.

The CHAIRMAN. Is that an inadvertence, or is it a matter of judgment as to the application of the law, or is it a deliberate disregard for the provisions of the Tydings amendment?

Colonel BRUTON. No; I do not think it is a disregard of the Tydings amendment. I believe that provision is being followed. In accordance with my understanding only those farm workers are being inducted whom the local boards determine are not making a sufficient contribution to food production to warrant their deferment. In various States the units of production which are reasonably possible vary considerably. That is what a man can produce in certain areas on certain conditions as compared to other areas and other conditions differs greatly. I attended a meeting recently of the Selective Service State directors at which they expressed the hope that the question of units of production required for deferment could be left to the respective States so that they would fairly determine, based on all the facts, which individuals engaged in agriculture were making a real and worth-while contribution.

The CHAIRMAN. Are such cases of sufficient frequency to materially affect the labor supply on the farm?

Colonel BRUTON. No; I would not say they would materially affect it.

The CHAIRMAN. How about volunteer enlistments?

Colonel BRUTON. I think that volunteer enlistments have less effect than those that come under the draft, as the draft reduces the possible source of labor for use on the farm during the maximum demand at harvest time.

The CHAIRMAN. Are the inductments in contravention of the Tydings amendment and of voluntary enlistments on the increase or decrease at this time?

Colonel BRUTON. I could not answer that; I would have to get that information in order to tell just what it amounts to and whether it is on the increase or decrease. Although, as previously stated, I have no reason to believe that inductments are being made in contravention of the Tydings amendment.

The CHAIRMAN. That affects decidedly the amount of labor you are required to supply if it is a material number; that means you must have that many more in your recruitment and placement program and would need to know how many additional workers will be needed. What percentage of additional workers do you estimate would be required to supply for those withdrawn?

Colonel BRUTON. I will have to get those figures from the Selective Service. But I think they will show a small percentage lost from the farm through the draft since the passage of the Tydings amendment. I feel that only those who are really not producing sufficiently to augment the food supply are being taken.

NOTE.—Information not furnished for the record as Selective Service has it classified as "restricted." It has been furnished to the committee.

Colonel BRUTON. The various State Directors of Selective Service are now reviewing deferments that have been made for agriculture and the county agents and the county war boards, are working with the local selective-service boards to develop complete data for the review of these cases in the light of the Tydings amendment.

TOTAL FINANCIAL REQUIREMENTS—2-YEAR PROGRAM

(See p. 104)

The CHAIRMAN. Under the farm-labor program: First for your 1942-43 program, the funds come from three different sources: You got \$26,100,000 under the act of April 29, 1943 (Public Law 45). You had received from the President's emergency fund, prior to the enactment of Public Law 45, \$4,500,000, and you had been allocated from the Farm Security Administration funds \$1,694,904. That makes a total of \$32,294,904.

Now you are asking here for an additional \$35,000,000 of new money so that your total program, including this estimate would be \$67,294,904. I believe that is correct?

Mr. HERRELL. That is correct.

The CHAIRMAN. You expect to obligate \$27,765,510 of this \$32,294,904 in the calendar year 1943 and that would leave a balance of \$4,529,394, which you request be added to the \$35,000,000 in this estimate, giving you a total of \$39,529,294 for the 1944 calendar year program.

Mr. HERRELL. That is correct.

(NOTE.—See discussion beginning on p. 104, concerning modification of these figures relating to estimated unobligated balances.)

The CHAIRMAN. The increase in 1944 over 1943 on the basis of funds to be obligated is the difference between this \$27,765,510 for 1943 and the \$39,529,394 in 1944, or \$11,762,884. In other words the increase in the estimated cost of the program for 1944 over 1943 is a little more than 40 percent.

I realize there are included in this \$11,762,884 a couple of nonrecurring items. There is \$3,100,000 for new construction of camps and working funds of \$2,525,000, or about \$5,625,000 of nonrecurring items, leaving an operating increase of about \$6,100,000.

It is also realized the fund for 1943 did not become available until April 29; your program for 1943 was not operated at its height during this year.

At the same time, however, that is a large increase.

TOTAL FUNDS FOR STATES FOR INTRASTATE ACTIVITY

The CHAIRMAN. Let us take up the first project, No. 1, the intrastate farm-labor activity. In the bill you divide this up about equally between two projects. You were given \$13,050,000, for 1943 and you expect to use only \$5,700,000 of that, you say, leaving a balance of \$7,350,000.

Mr. HERRELL. That is the estimate of the States; yes.

The CHAIRMAN. However, you are asking for 1944 a total of \$10,300,000, or about double the 1943 costs.

Mr. HERRELL. That is correct.

The CHAIRMAN. That is due to the fact that you make an estimate of 5,000,000 placements involving 2,200,000 different workers?

Mr. HERRELL. That is part of the answer, Mr. Chairman.

The CHAIRMAN. That is an estimate for 2,200,000 different workers in 1944 involving 5,000,000 placements in 1944 against how many different workers in 1943?

Mr. WILSON. Three and one-half million placements involving a million and a half workers.

The CHAIRMAN. How is the estimate for intrastate activities arrived at?

ESTIMATED COST INTRASTATE PROGRAM

Mr. WILSON. The estimate for intrastate workers is based very largely in terms of costs of operation during the 6 to 8 months that the program was under way this year after the money became available.

The CHAIRMAN. Did you ask the State extension services to submit an estimate as to the funds that may be required in 1944; is that the way you arrived at this estimate?

Mr. WILSON. We followed two procedures. About the 1st of September, the matter was discussed with a committee of State directors of extension meeting in Washington. At that time it was impossible to gage accurately the probable cost of the farm-labor program in 1943. The directors recommended that 1944 estimates be based on the 1943 appropriation adjusted from an 8-month to a 12-month basis. That procedure was followed in preparing the 1944 estimates submitted to the Bureau of the Budget.

The CHAIRMAN. Well, you did receive estimates from each one of the States, did you not?

Mr. WILSON. No individual State estimates of funds needed in 1944 were made at that time.

The over-all approach just referred to was followed.

The CHAIRMAN. Why would it not have been advisable to request each State to submit an estimate of what their requirements would be?

Mr. WILSON. Such State estimates have come in since that time.

The CHAIRMAN. Those figures have come in since you have made your estimate and submitted your estimate to the committee here?

Mr. WILSON. Yes.

The CHAIRMAN. As a matter of fact, it would be difficult to pass upon the reasonableness of any estimate without having such data as that from each of the State extension services.

Mr. WILSON. It was pretty difficult to obtain such a State breakdown when the budget estimate was prepared for the Bureau of the Budget in early September.

The CHAIRMAN. Did the Bureau of the Budget have the estimates from the State extension services?

Mr. WILSON. No; they were not available then, but they were furnished current information on 1943 expenditures.

The CHAIRMAN. Then on what basis did they act?

Mr. WILSON. The Bureau of the Budget requested information on expenditures to date, obligations, and anticipated expenditures for the remainder of 1943, which the States supplied. We acted on those figures, and on our estimates of requirements for 1944, which, as I stated, were based on projecting the 1943 program on a full-year basis in 1944.

STATES ESTIMATE 1944 FARM LABOR COST

The CHAIRMAN. You say these estimates from the State extension services have come in. What did they show?

Mr. WILSON. The State estimates of funds to operate the farm-labor program during 1944 totaled approximately \$12,900,000.

The CHAIRMAN. I wish you would put in the record at this point, by States, the estimates of the State extension services, both as to funds and as to the amount of labor required for 1944.

Mr. WILSON. The information on farm-labor funds the States estimate will be needed in 1944 is available. The States are now working on detailed analyses of farm-labor needs and possible sources of supply.

The CHAIRMAN. Try to get that upon as accurate a basis as possible, based on the estimates which you received from the State extension services.

(The information requested follows:)

TABLE 8.—*Preliminary estimate of funds, from reports from States, for conduct of farm-labor program during 1944*

State	Total amount	Amount for State and county personnel	Amount for transportation and subsistence of intrastate workers	Amount for lease, repair, alteration, construction of camps for intrastate workers	Travel and all other expenses
Alabama.....	\$242,000	\$216,000	\$10,000	\$6,000	\$10,000
Arizona.....	125,000	45,000	10,000	25,000	45,000
Arkansas.....	282,726	136,754	10,000	10,000	125,972
California.....	1,430,000	950,000	30,000	150,000	300,000
Colorado.....	75,000	50,000	5,000	1,500	18,500
Connecticut.....	94,631	47,425	500	11,400	35,306
Delaware.....	33,500	18,000	8,500	1,000	6,000
Florida.....	152,000	132,000	12,000	None	8,000
Georgia.....	230,000	208,200	None	None	21,800
Idaho.....	197,000	130,000	12,500	7,500	47,000
Illinois.....	450,000	290,000	40,000	10,000	110,000
Indiana.....	282,674	170,625	25,000	25,000	62,049
Iowa.....	250,000	200,000	10,000	5,000	35,000
Kansas.....	181,517	149,447	None	15,000	17,070
Kentucky.....	290,000	150,000	15,000	None	125,000
Louisiana.....	923,340	251,220	20,000	580,000	72,120
Maine.....	263,540	73,040	72,500	20,000	100,000
Maryland.....	100,000	55,000	10,000	20,000	15,000
Massachusetts.....	60,000	45,000	2,000	2,500	10,500
Michigan.....	327,000	167,000	58,000	None	102,000
Minnesota.....	248,000	195,000	6,000	4,000	43,000
Mississippi.....	270,400	202,400	15,000	15,000	38,000
Missouri.....	273,000	160,000	40,000	25,000	48,000
Montana.....	140,960	75,960	8,000	5,000	52,000
Nebraska.....	151,000	71,000	25,000	10,000	45,000
Nevada.....	45,000	29,500	5,000	None	10,500
New Hampshire.....	45,000	33,000	2,000	300	9,700

TABLE 8.—*Preliminary estimate of funds, from reports from States, for conduct of farm-labor program during 1944—Continued*

State	Total amount	Amount for State and county personnel	Amount for transportation and subsistence of intrastate workers	Amount for lease, repair, alteration, construction of camps for intrastate workers	Travel and all other expenses
New Jersey.....	\$80,000	\$125,000	\$5,000	\$25,000	\$25,000
New Mexico.....	91,000	64,300	3,200	15,000	8,500
New York.....	878,205	519,405	70,000	175,000	113,800
North Carolina.....	362,000	217,000	25,000	60,000	60,000
North Dakota.....	105,000	60,000	20,000	2,000	23,000
Ohio.....	350,000	227,000	30,000	40,000	53,000
Oklahoma.....	567,550	237,550	200,000	15,000	115,000
Oregon.....	290,000	150,000	40,000	20,000	80,000
Pennsylvania.....	260,000	170,000	10,000	40,000	40,000
Rhode Island.....	23,020	12,720	2,000	2,500	5,800
South Carolina.....	195,000	110,000	5,000	50,000	30,000
South Dakota.....	127,500	80,000	5,000	2,500	40,000
Tennessee.....	192,000	135,000	15,000	12,000	30,000
Texas.....	800,000	250,000	50,000	200,000	300,000
Utah.....	80,000	60,000	6,000	3,000	11,000
Vermont.....	65,000	44,000	2,000	None	19,000
Virginia.....	279,660	191,510	10,000	20,000	58,150
Washington.....	300,000	221,000	40,000	15,000	24,000
West Virginia.....	67,500	37,000	7,000	12,000	11,500
Wisconsin.....	438,000	228,000	75,000	50,000	85,000
Wyoming.....	117,200	80,600	7,600	12,000	17,000
Total.....	12,933,923	7,471,656	1,079,800	1,720,200	2,662,267

The CHAIRMAN. You state that these estimates have come in from the State extension services. On what basis did they compute those estimates?

Mr. WILSON. Their experience during the current season plus their appraisal of probable changes in the farm-labor situation in 1944. The States also had in mind that the 1944 program would cover a 12-month period whereas the 1943 farm-labor operations were limited to 8 months.

The CHAIRMAN. It seems to me that is the most reasonable and most accurate basis on which you could have worked out an estimate.

Just how did the estimate you received compare with the estimate that was submitted to the Congress?

Mr. WILSON. The State estimates are about \$2,600,000 higher than the estimate before us.

TOTAL FUNDS FOR INTERSTATE AND FOREIGN LABOR ACTIVITIES

The CHAIRMAN. In project No. 2, your estimate for interstate and foreign activities for 1944 is \$29,229,394 against an estimated obligated amount of \$22,065,510, an increase of \$7,163,884; this includes two nonrecurring items, one item of \$3,100,000 plus for new camps; \$2,525,000, plus, two working funds for the program, a total of \$5,625,795 for nonrecurring items, which leaves approximately \$1,500,000 increase in operation for 1944 as against 1943.

How does that increase in interstate and foreign workers for 1944 compare with 1943 in your program?

Mr. HERRELL. This net increase results from several variations among the various sub-projects, Mr. Chairman. There is a reduction in funds budgeted for the transportation of interstate and

foreign labor even though the estimate contemplates the movement of more workers in 1944. Less money is required however, because many of the foreign workers will already be in this country and also because a higher percentage of domestic workers would be transported under this estimate than was the case in 1943.

The largest single increase is in the housing project. This is related of course to planned operation on a full-year basis in 1944 as compared to a part-year basis of a smaller number of centers during 1943.

The CHAIRMAN. And what about the longer period of operation this year in comparison with next year?

Mr. HERRELL. Yes, the estimate is on a full-year basis.

TOTAL OBLIGATIONS INCURRED TO DATE FOR PROGRAM

The CHAIRMAN. What have been your obligations to the most recent date; that is, your most recent date at which you can give us those figures?

Mr. HERRELL. I have figures on both the intrastate and the interstate and foreign projects as of September 30.

The CHAIRMAN. Give us the obligations as of that date, the expenditures for each of the intrastate, and interstate and foreign programs.

Under these total funds of \$32,294,904 for 1943 what has been the expenditure as of that date?

Mr. HERRELL. On the intrastate side of the program——

Mr. TABER. As of what date?

Mr. HERRELL. The obligations are to September 30.

Mr. TABER. That is the intrastate?

Mr. HERRELL. Yes; on the intrastate project, the obligations to September 30, as reported by the States were \$3,110,314.

The additional expense that the States estimated they would incur for the period October 1 to December 31, total \$2,591,767. This would make a grand total of obligations through the year of \$5,702,080. It may be noted, that in the estimate we have rounded off this figure to \$5,700,000.

On the interstate and foreign labor project, the obligations under Public Law 45 as of September 30 were \$9,551,886.

Mr. TABER. Those are the obligations?

Mr. HERRELL. Yes.

Mr. TABER. What was that figure?

Mr. HERRELL. \$9,551,886, and the anticipated deficiency, if the program is continued as planned would be \$2,820,606, the figure that is shown on the second page of the justification statement. In other words the total obligations estimated as of December 31, 1943, on the interstate and foreign project would be \$15,870,606.

Now this includes only the amount chargeable to Public Law 45. It does not include obligations charged to the other funds listed in the digest that were available prior to the enactment of Public Law 45.

The CHAIRMAN. I think you had better give us the whole amount.

Mr. HERRELL. May I submit that for the record?

The CHAIRMAN. Yes; you may.

Mr. HERRELL. We shall do that.

Mr. TABER. Suppose you have that with you when you come back this afternoon.

Mr. HERRELL. Very well.

Mr. TABER. So we can tell what it is.

The CHAIRMAN. I have one more question I want to ask you: For the current year you have had ample funds, I believe, for both purposes. As a matter of fact, for the first project you have available 4½ million dollars more than you needed; is that correct?

Mr. HERRELL. That is the amount of estimated balance considering both projects; there was \$7,350,000 more than was utilized in the first project; this is offset in part by an anticipated deficiency of some \$2,800,000 in the second project or a net amount of approximately \$4,500,000 was available under Public, 45 that will not be obligated.

The CHAIRMAN. You have had that much for the current year?

Mr. HERRELL. Yes; of course, the program was late getting underway and covered only about 8 months of the year at most.

ORIGINAL ESTIMATE FOR 1943

The CHAIRMAN. In that connection it is interesting to note that while we gave you \$26,100,000 for this program you had asked for \$65,000,000 plus. We cut the estimate last year from \$65,675,000 to \$26,100,000, a decrease of almost \$40,000,000. In other words your estimate, including the cost for 1943 and your estimated costs for 1944, the total estimated cost would be \$67,294,904 for the 2 years, which is only \$2,000,000 more than the estimate indicated would be needed for 1 year. That was a rather inaccurate estimate.

Is it possible you are here estimating that much more than you actually need when the program is put into operation?

Mr. HERRELL. Mr. Chairman, I cannot give you the detailed basis of the estimate that was submitted last year, but I want to give you the definite assurance that in preparing the estimates for the current year we have made every effort to be as realistic and practical and as reasonable as we possibly can. We have also drawn heavily on the actual operating experience gained during the current year.

Mr. JUMP. The estimate for last year was made up with no operating experience on a systematic program basis. Both the States and the War Food Administration have had this operating experience since the request for \$65,000,000 was made.

The CHAIRMAN. The program had been running for some little time in the 1942-43 program; they had 4½ million dollars from the President's fund and something like 1½ million dollars from the Farm Security and had operated on that basis. Do you not think that experience was sufficient to give you some little more definite idea as to what was needed?

Mr. JUMP. I do not believe it was. This was the first time we really had either the authority of law or the money for a comprehensive, balanced approach to the farm-labor-emergency problem. What was done prior to getting this appropriation made by the Congress was to do all we could, and we did the best we could under the circumstances but this was the first concentrated attack on the problem on an over-all basis. And if we had had the \$65,000,000, I dare say that as the matter has worked out it is possible no more would have been expended than has been the case.

Mr. TABER. If the Farm Security group had secured it they would have spent it all and then been back for a deficiency.

The CHAIRMAN. I noticed this, that this was an overestimate instead of an underestimate.

Mr. JUMP. That is correct. We have had a year's experience and the estimates now before you are very conservative figures.

INCREASED PRODUCTION IN 1944

Mr. LUDLOW. I should like to direct my first question to the philosophy of this activity of providing for manpower. It was only a short time before the war, when the War Food Administration came into existence, that we were paying farmers for not raising anything. Now your philosophy seems to be to bring about the utmost possible production of food from the farms; is that right?

Colonel BRUTON. That is correct, sir.

Mr. LUDLOW. What increase of production might we reasonably expect to result from this appropriation?

Colonel BRUTON. I think the production goals set forth in detail by crops is the best answer we can make to that.

APPROPRIATION ON CALENDAR YEAR BASIS

Mr. LUDLOW. I note that this bill before us is for the calendar year 1944. Ordinarily, our appropriation bills are set up on a fiscal year basis. How did we get started on this calendar year basis?

Colonel BRUTON. That is the normal period of farm operations.

Mr. LUDLOW. It is the more logical basis, as far as this particular activity is concerned, to set it up on a calendar year basis?

Colonel BRUTON. Yes sir.

RELATIONSHIP WITH WAR MANPOWER COMMISSION

Mr. LUDLOW. What are the relations of this activity with the work of the War Manpower Commission?

Mr. WILSON. Under Public Law 45, it is permissible for the State extension services to contract with any other agencies for any part of farm labor supply program.

During 1943, 29 of the States had contracts for varying amounts of services or facilities of the U. S. E. S. There are 11 of the States where the amount of the contract exceeds \$30,000.

Mr. LUDLOW. Would it not make for better cooperation and coordination in the creation of manpower both on the farms and in industries if this activity were united under one overhead? Would that not make for economy and efficiency?

Mr. WILSON. The problem can be approached from either of two points of view, (1) with relation to the total supply of labor, and (2) in relation to food production. Under the latter, farm labor is considered along with machinery, fertilizer, and other factors associated with the one big problem of producing sufficient food. Congress apparently felt last year, in enacting Public Law 45, that farm labor was more closely geared to the agricultural job than to the total manpower job.

Mr. LUDLOW. You have any number of men released from the farms going into industry and being drafted into the Army. If that

were all integrated into one overhead, could it not be handled better?

Mr. WILSON. I doubt it. The over-all labor approach is apt to give inadequate consideration to the critical needs of food production.

Mr. LUDLOW. When a man is working on a farm, he is under your labor recruiting activity, but the moment he goes into industry he also goes out of your jurisdiction, and that is also true if he goes into the Army.

It depends on the point of view, I suppose, but it seems to me there is a good deal of argument for placing these activities under one overhead.

Mr. WILSON. I presume that any one of the gentlemen present could build up an argument for either approach.

Mr. LUDLOW. As far as the general approach from the side of releasing men to go to the farm is concerned, it seems to me to be more economical and efficient to have just one overhead.

FARM LABOR SITUATION IN 1943 AND OUTLOOK IN 1944

Mr. WILSON. Possibly it would be of assistance to the committee to call attention to a statement summarizing the farm labor situation in 1943 and the outlook for 1944, prepared at the request of the Bureau of the Budget, and based on studies made by the Bureau of Agricultural Economics. I think this statement will help clear up some of the points we were discussing this morning.

The statement shows that the production of food was 26 percent more in 1942 than the average for 1935-39; 5 percent more in 1943 than 1942, when there was an all time high; and 32 percent larger in 1943 than the average for 1935-39.

This record production has been accomplished in the face of a reduced labor supply—260,000 fewer farm workers in June 1943 than in June 1942.

On April 1, 1943 there were 1,100,000 fewer men employed in agriculture than in April 1, 1940. They were replaced by 500,000 more women, 300,000 more youth under 14 years of age, and 100,000 more part-time farmers.

There was a 10 percent decrease in the number of farm men of 18 to 44 years of age on September 1, 1942, as compared to September 1, 1941.

The statement also contains figures on the influence of the Tydings amendment to the Selective Service Act.

Mr. LUDLOW. That is an informative document, and if agreeable to the committee, I suggest that it go into the record.

(The statement referred to is as follows:)

SUMMARY OF FARM LABOR SITUATION 1943 AND OUTLOOK FOR 1944¹

1. Thus far in this war, agriculture has contributed record production of food,
 - 26 percent more in 1942 than average 1935-39.
 - 5 percent more in 1943 than in 1942 (an all-time high).
 - 32 percent more in 1943 than average 1935-39.

¹ Taken from (1) mimeographed statement, "Farm Labor Needs for Wartime Maximum Agricultural Production," September 27, 1943, for administrative use, issued by Bureau of Agricultural Economics for use at State production goals meetings now in progress; (2) "The National Food Situation," September 1943, Bureau of Agricultural Economics, U. S. Department of Agriculture.

2. This record production has been accomplished in the face of reduced labor supplies.

260,000 fewer farm workers in June 1943 than in June 1942.

3. Agriculture has utilized proportionately more older workers, women, and youth.

On April 1, 1943, compared to April 1, 1940.

1,100,000 fewer men employed in agriculture.

500,000 more women.

300,000 more youth under 14 years of age.

100,000 more part-time farmers.

10 percent decrease in number of farm men 18 to 44 years of age September 1942 over September 1941.

4. Farm labor has worked more days per week and more hours per day to accomplish production goals.

10.5 percent increase in hours per week by farm workers in June 1943 over June 1942.

6 percent increase in hours per day farm operators in June 1943 over 1942.

12.8 hours per day averaged by farm operators in June 1943.

5. Foreseeable future changes in total manpower situation of Nation:

1,300,000 increase in armed forces and civilian industry anticipated in

July 1944 over July 1943.

2,000,000 more in armed forces

1,900,000 more in munition, munition materials, war agencies, etc.

3,900,000

2,600,000 decrease in construction and building materials

1,300,000 net increase

6. Tydings amendment up to September 1943 has retained in agriculture 400,000 year-round workers who otherwise would have entered armed services.

7. Agricultural production goals for 1944 call for—

2-percent increase in production over 1943 all-time record production.

8. Assuming same production rate—

719,900,000 more hours of labor required in 1944 than in 1943.

50,000 more year-round workers and

500,000 more seasonal workers required.

9. Farm labor need not be limiting factor in attaining desired production but task of obtaining sufficient labor will by no means be an easy one.

Vigorous, effective planning plus necessary action required.

10. Improvements in use of rural labor supply would make additional agricultural production possible with only minor inroads upon other wartime manpower demands of Nation.

(a) Increased efficiency of individual workers through work simplification and farm job instruction training of inexperienced workers.

(b) Better distribution of labor supply through community exchange of labor, fuller use of ineffectively employed, planned routing of seasonal workers.

(c) Greater use will have to be made of nonfarm workers, particularly women and youth.

(d) Foreign workers are expensive but meet a serious need and are well worth the cost.

11. Index numbers.

Year	Agriculture ¹		Production per employed worker ²	
	Total production	Production per worker	Agriculture	Industry
1935-39, average.....	100	100	100	100
1940.....	111	109	113	113
1941.....	115	112	121	120
1942.....	126	121	138	122
1943.....	132	125	-----	-----

¹ The National Food Situation, September 1943 cover and p. 17.

² Division of Statistical and Historical Research, Bureau Agricultural Economics, unpublished data.

EFFECT OF TYDINGS AMENDMENT

Mr. LUDLOW. I would like to pursue this subject a little further. Are there not a good many men in the armed forces who could be used much more effectively so far as the national effort is concerned if you could get them to work on the farms?

Mr. WILSON. In my opinion that would be a matter of judgment. We all know that the Army has to have personnel. As a result of the Tydings amendment a large number of skilled workers have been retained in agriculture. It is my understanding that up to date the number of deferments in agriculture is around 1,600,000 and that the number will be approaching 2,000,000 by the end of the year.

Of course, not all of those would have been called, or if called would have been accepted for the armed services. It has been estimated that 400,000 year-round workers who otherwise would have entered the armed services have been retained in agriculture as a result of the Tydings' amendment.

Mr. LUDLOW. I have one instance in mind where we tried to get a man out whose father was injured in an automobile accident and he could not get any labor to work on his farm. This man was in the service and all he was doing was just driving some generals around. Has anything been done by this activity to try to put a stop order on the drafting of farmers?

Mr. WILSON. The Extension Service is assisting by furnishing the necessary factual information through the U. S. D. A. war boards to the local boards of Selective Service. On the basis of this information the selective-service boards make their decisions as to deferment.

Mr. LUDLOW. Have you any figures showing the comparative wages paid on farms and in industry?

Mr. WILSON. I do not.

Mr. LUDLOW. You have about 3,000,000 hired workers on the farms, according to your testimony this morning.

Mr. WILSON. Yes; between three and four million.

WOMEN WORKERS ON FARMS

Mr. LUDLOW. To what extent are women on the farms taking over the work formerly done by men.

Mr. WILSON. Much more than formerly. It is difficult to get an accurate statistical figure.

We know there is much work being done by farmers' wives and daughters who, in some cases, are operating farms in the absence of their brothers and husbands who are working in industry or are in the armed services.

There were 500,000 more women in the farm labor force on April 1, 1943, than there were on the corresponding date in 1940.

Mr. LUDLOW. What incentives, if any, are you offering to women to work on farms?

Mr. WILSON. The incentives are very largely patriotic.

Mr. LUDLOW. Do you find quite a responsible attitude on the part of women?

Mr. WILSON. Yes, sir; patriotism is probably our strongest appeal.

Mr. LUDLOW. I have recently read stories in the newspapers about the destruction of food on farms. In order to get around a penalty of 49 cents a bushel there was one farmer who destroyed 100 acres of

wheat in order to obviate the payment of that penalty. Have you heard of anything like that?

Mr. HERRELL. No; not recently. It is my understanding that all restrictions or limitations on production have been removed.

Colonel BRUTON. Would that not have been some time back?

Mr. LUDLOW. Yes; that was not at present.

IDLE LAND

How much land is lying fallow because of lack of labor?

Mr. WILSON. You have used the word "fallow."

Mr. LUDLOW. It was uncultivated.

Mr. WILSON. In the Northwest and other sections of the country where it is customary to fallow part of the crop land each year, a higher proportion of land than usual was cropped in 1943. A much smaller proportion is fallow as a result of the demand for more food.

SUBSIDY FUNDS

Mr. LUDLOW. Is there any money in this estimate for the payment either of direct or indirect subsidies for food?

Mr. WILSON. There is none that I would call such.

Of course, one might raise the question, where labor is transported from Mexico or one of the other foreign sources to this country to help harvest food crops, as to whether the payment of transportation charges is a subsidy to the farmer. However, the farmer is paying the transported worker the same wage as he would pay domestic labor.

Mr. LUDLOW. The chairman developed that this provides for an increase of approximately \$11,000,000 as compared with the present fiscal year. What part of that, if any, is for administrative personnel?

ADMINISTRATIVE PERSONNEL LIMITED TO 2 PERCENT

Mr. WILSON. There is a 2-percent limitation under the law on administrative expense.

Mr. LUDLOW. Would you say that the ceiling on the amount that can be used for administrative personnel is 2 percent?

Mr. WILSON. That is in the law.

PER CAPITA TRANSPORTATION COSTS LESS IN 1944

Mr. LUDLOW. I notice that there is quite a disparity in the transportation costs. On page 1 you have set up a per capita transportation cost for 1943 as \$129.99.

Turning to the other side of the estimate for 1944, there the per capita cost is \$98.30 per worker, or a difference of \$31.69 per worker, per capita.

Colonel BRUTON. That is primarily due to the fact that the 1944 plan anticipates that 25,000 foreign workers now in this country will remain here on into the 1944 calendar year. The cost of their round-trip transportation has been included in the obligations for this year, 1943, inasmuch as our contract with their governments require us to pay transportation both ways. This cost is therefore not included in the total estimated cost of 1944 and consequently results in a lower over-all per capita cost.

Mr. LUDLOW. That is the principal explanation.

Colonel BRUTON. Yes, sir; but in addition our plan for 1944 anticipates transporting a higher percentage of domestic workers than was the case in 1943, inasmuch as the costs are lower.

NUMBER OF DOCTORS TO BE EMPLOYED

Mr. LUDLOW. How many doctors would you say are employed under the medical service provided for in this appropriation?

Dr. MOTT. You are not referring to administrative work?

Mr. LUDLOW. That is, under health and medical care.

Dr. MOTT. Who render medical service?

Mr. LUDLOW. Yes.

Dr. MOTT. The only physicians working directly under the Government, so to speak, are one man working in the camps in southwest Idaho, and another in the Lake Okeechobee area of Florida, as commissioned officers of the Public Health Service. The War Food Administration reimburses the Public Health Service for their services.

Most of the health and medical service is an indirect service which is not maintained as a direct Government service.

Mr. LUDLOW. Part of this money is for medical service?

Dr. MOTT. Yes; but the program is not conducted as a direct Government program but is worked out with local physicians.

EMPLOYMENT OF OSTEOPATHS

(See p. 165)

Mr. LUDLOW. I have a telegram from members of the osteopathic profession in my State. They want the Farm Medical Service made applicable to licensed doctors of osteopathy. This telegram says:

In making farm labor deficiency appropriation in House Document 346 please indicate specifically in committee report that term "medical services" includes the services of licensed doctors of osteopathy. The present policy of War Food Administration through its office of Labor and Farm Security Administration refuses payment or reimbursement for medical services rendered farm workers by other than doctors of medicine.

What is the explanation of that?

Dr. MOTT. I think I can explain that. The health and medical service, other than our sanitation work, is conducted by several so-called agricultural workers' health associations. These are non-profit benevolent corporations which have been organized for this one purpose of serving migratory agricultural workers.

The boards of directors of those corporations include representatives of State public health departments and of the organized medical profession. Also, in certain areas they include agricultural leaders and public spirited citizens in general. The medical service that would be provided in this estimate is handled through those associations.

The War Food Administration has contracted with those associations to provide health and medical services for eligible farm workers. The actual provision of service is through local doctors. In other words, the association makes an agreement or reaches an understanding with local physicians, dentists, hospitals and drug stores for the rendering of this service.

The policies governing the selection of those local physicians are very largely in the hands of these associations.

Mr. LUDLOW. Would you want to comment on the statement that osteopaths are not recognized, and if that is a fact, why are they not recognized.

Dr. MOTT. A program of this sort, which is a rather extensive one in widespread areas of labor demand, could provide medical service only through the cooperation of the organized medical profession. It has been a cooperative effort. It has not been a direct Government function.

We counseled with the organized medical profession in organizing the program. The associations elected physicians such as Dr. Bauckus, president-elect of the New York State Medical Society and Dr. Schaupp, president of the California Medical Association, to serve on boards of directors of these associations.

I can see how it may have happened that when such a board determines the policies and selects the local physicians to do the work—and incidentally, one policy would be to consult with the local medical societies—under those circumstances I can see why osteopathic physicians have not been included.

POSSIBILITY OF "BRINGING WORK TO THE FARMER"

Mr. O'NEAL. I am interested, of course, in increasing production. I believe that is the object, to increase production and get the people otherwise unavailable to work on the farm, that is your job.

Colonel BRUTON. Yes, sir.

Mr. O'NEAL. About a year ago I asked some questions along this line, but I do not know whether anything has been done about it.

Have you considered the possibility of increasing production by bringing work to the farmer rather than taking the farmer to the work?

I know of many cases where a farmer taking care of 5 head of cattle and watering them, could just as easily water 30 head.

The same thing is true with reference to hogs. Possibly he could not finance them individually, and he might need a little assistance.

But all over this country there are men who could do that, and who could probably under that system produce thirty percent more in production of meat, hogs, chickens, and cattle by putting more of them on a farm, where a man is already prepared to do it.

Has any thought ever been given to increasing production by taking work to the farmer rather than taking the farmer to the work.

Colonel BRUTON. Not that I know of, personally.

Mr. O'NEAL. There are thousands of farmers in this country who could probably handle 50 percent more cattle than they are handling if they had the help of somebody to enable them to carry the financial load. There would be no difficulty in taking care of that many animals on a farm.

It seems to me there is a tremendous possibility of increasing production in that way, by taking the work to the farmer rather than taking the farmer to the work.

I do believe you could increase the production of meat in this country by cooperating with the farmer so that he could then do more work on his own farm without any greater effort.

Why is not that a practical idea for increasing the production of food in this country? It seems to me it would add tremendously to production, because I am sure there are thousands of farms where it would be not a particularly hard job to do that. I do not understand why that has not been given some thought in considering the production of food in this country.

Colonel BRUTON. They may have given that possibility some thought in connection with the setting of goals. The possible availability of sufficient feed for a much larger livestock program of course would be an important factor for consideration.

Mr. O'NEAL. Take for instance, a farm of 125 acres with 10 head of cattle. That farmer could easily take care of 20 or 30 head, it seems to me.

Mr. LAMBERTSON. My experience is that the farmer is engaged in some other agricultural activity that keeps him busy.

Mr. O'NEAL. If he could water and take care of 25 head of cattle it seems to me he could just as easily water 50 head.

Mr. LAMBERTSON. But in doing that he would be taking some time away from some other agricultural activity.

Mr. O'NEAL. It seems to me that it is worthy of investigation and that some thought should be given to it.

Colonel BRUTON. The Food Production Administration will inquire into it. It may be that some thought has been given to it.

PRICE INCENTIVES AND INCREASED PRODUCTION

Mr. RABAUT. Colonel Bruton, I do not know just to whom to address this question, but early in the day our distinguished chairman was talking about incentives, whether the incentive had been great enough to the farmer to bring out greater production.

The thought that struck me is this: What has been the increased price of crops or production from the farm. For instance, as to grains, vegetables, fruits, animals for processing, hogs, eggs, and so forth, what has been the increase price over the period from 1937 to date?

Mr. WILSON. As to the increase in per capita production——

Mr. RABAUT. Have you any of those figures here?

Mr. WILSON. Yes.

Mr. RABAUT. Take grain, for instance.

Mr. WILSON. The data are in terms of food crops and food. Using the index figure of 100 to represent per capita production during 1935-39 the increase in per capita production is shown by the following figures: The corresponding index figure was 104 in 1939, 107 in 1940, 113 in 1941, 119 in 1942, and then it dropped down to 107 in 1943.

Mr. RABAUT. That is production.

Mr. WILSON. Yes; food crop production per capita.

Mr. RABAUT. What are the prices.

Mr. WILSON. I do not have the price information here.

Mr. RABAUT. Will you supply that price information on the same schedule so we will have it in the record?

Mr. WILSON. Yes, sir.

(The statement requested is as follows:)

TABLE 9.—*Agricultural food production for sale and farm home consumption and prices received by farmers*

[Index numbers (1935-39=100)]

Year	Food production ¹		Prices received by farmers ²	Year	Food production ¹		Prices received by farmers ²
	Total	Per capita			Total	Per capita	
1935-39.....	100	100	100	1941.....	115	112	115
1939.....	106	105	87	1942.....	126	121	148
1940.....	111	109	92	1943.....	132	125	³ 176

¹ The National Food Situation—Bureau of Agricultural Economics, U. S. Department of Agriculture, September 1943, p. 17.

² Reported in the Agricultural Situation—Bureau of Agricultural Economics, U. S. Department of Agriculture, monthly publication. Prices received converted to 1935-39 base by dividing by 106 (the average for 1935-39 on a 1910-14 base.)

³ 10 months (January-October, inclusive), preliminary.

TOTAL FUNDS REQUIRED FOR PROGRAM

Mr. RABAUT. I want to deal a little bit with the figures we have here. This estimate is for \$35,000,000.

Mr. HERRELL. Yes; plus the unobligated balance from 1943.

Mr. RABAUT. The last time you were before the committee your request was for about \$65,000,000.

Mr. HERRELL. That is correct.

Mr. RABAUT. But when the bill was finally passed it allowed you \$26,100,000?

Mr. HERRELL. That is correct.

Mr. RABAUT. What was the increase in the production of food under the amount we allowed?

Mr. HERRELL. Five percent.

Mr. RABAUT. What was the goal that you would have set if you had received \$65,000,000?

Colonel BRUTON. I do not know what the goal was in 1943 in acreage.

Mr. RABAUT. Was 5 percent increase all that was expected?

Mr. HERRELL. Yes; I think the goals were met.

Mr. RABAUT. With \$26,100,000 allowed when you asked for \$65,000,000, you got the goal you were supposed to get?

Mr. HERRELL. Although I don't believe anyone here participated in making the estimate last year, I understand that a considerable part of it was for the construction, for continuing use of a substantial number of labor supply centers.

Mr. RABAUT. You intended to set up some recruiting camps.

Mr. HERRELL. I believe that was the intention.

Mr. RABAUT. How is housing in the situation you have now?

Colonel BRUTON. We have rented anything we could get. Some C. C. C. camps have been made available. We got, in round numbers, 10,000 tents from the Army, but we are going to get very few, if any, from the Army next year, for their replacement requirements are running much higher than expected. We have gotten by in a makeshift manner this year. In many cases we have not known for sure, until the last moment practically whether we were going to be

able to move workers into certain areas of need because of the indefinite and exceedingly difficult situation concerning housing.

Mr. RABAUT. You were hoping to have been made more permanent under the original plan?

Colonel BRUTON. That plan was drawn before I arrived. But I understand it included a number of those camps.

Mr. RABAUT. You received \$26,100,000, under date of April 29, I believe. Is that when this program started and the bill became law?

Colonel BRUTON. Yes.

Mr. RABAUT. How much money has been expended up to date?

Mr. WILSON. Of the \$13,050,000 set up by the State extension service they have spent, or estimated that they will have spent, before the end of the year, \$5,702,000. That is on project covering the intra-state activities.

Mr. HERRELL. On the interstate and foreign project this estimate contemplates the expenditure during the year of \$15,870,606, or did you ask what has been expended up to date?

Mr. RABAUT. What has been expended out of the sum allowed.

The CHAIRMAN. That statement was included in the record this morning.

Mr. HERRELL. The latest figures I have on obligations under the funds made available for interstate and foreign labor activity was as of September 30 and they show obligations of approximately \$9,550,000.

Mr. RABAUT. So the two sums that you had amount to about \$15,000,000 roughly.

Mr. HERRELL. The \$5,700,000 figure given on project 1 was a figure that extends through the year to December 31. If you want the current figures you would have approximately \$3,100,000, through September 30 on project 1 and approximately \$9,550,000, on project 2 as of the same date, or a total of roughly \$12,650,000 for the 5-month period May through September. Of course these obligations do not include those incurred under funds made available prior to the enactment of Public, 45 on April 29, 1943.

Mr. RABAUT. This \$26,100,000 added to the \$35,000,000 requested in this bill will give you a total of \$61,100,000.

Mr. HERRELL. That is right for the 20-month period May 1943 through December 1944.

Mr. RABAUT. That is to run until when?

Mr. HERRELL. Until December 31, 1944.

Mr. RABAUT. In other words, you are using just a little less money for 2 years, or from April of this year to the end of next year, than you originally asked for the first year?

Mr. HERRELL. We have been discussing entirely Public Law No. 45 funds. In addition to those funds, there were funds from two other sources available. There was an allocation of \$4,500,000 from the President's emergency fund made available prior to April 29, 1943, and there was also, roughly, \$1,700,000 available from Farm Security Administration funds, funds that had been set up for the operation of migratory labor camps, and for other purposes.

Mr. RABAUT. Is that the total?

Mr. HERRELL. Yes, sir.

COST OF INTRASTATE PROGRAM

Mr. TABER. This morning, I understood you to say if this money that you spent this year in the Extension Service, that is, in Project No. 1, was placed on a 12 months' basis, you would have enough to carry you along this next year. Was I correct?

Mr. WILSON. That was the basis on which the State extension directors asked me to make estimates for next year.

Mr. TABER. On that basis, instead of requiring \$10,300,000, it would require \$8,580,000. Is not that about as good a basis as we could find?

Mr. WILSON. The difficulty is we are assuming that the \$5,700,000 expenditure covered the full 8-month period. Actually, the States were not able to get under way until late in June. Because in some cases they could not immediately fill vacancies created by transferring people from one position to another, extension workers assigned to farm labor work were not paid from Farm Labor funds for the first month or 6 weeks of such employment. Actually, the \$5,700,000 probably represents a 6-month operation, rather than an 8-month operation.

MIGRATORY WORKERS

Mr. TABER. Now, this group of migratory workers seems to be listed on page 28 of your justifications as 91,442, and there seem to be 52,000 Mexicans, 8,800 Jamaicans, and 4,700 Bahamians, and there seem to be about 25,000 other workers. Now, that 25,000 other workers does not come anywhere near representing the Nation-wide movement of migratory workers, does it?

Colonel BRUTON. No, sir. Those are the ones moved at Government expense.

Mr. TABER. Those are the ones that are moved at Government expense?

Colonel BRUTON. Yes, sir.

Mr. TABER. There are probably many times that number who are moved either at their own expense or at the expense of individual employers?

Mr. HERRELL. That is correct, sir.

Mr. TABER. On page 29, you have a picture of the number that came into each State. Would you be able to give us any better picture than that; that is, would you be able to tell us where these people came from, whether they were local migratory workers, or whether they were brought in from foreign sources?

Colonel BRUTON. Those are, again, Congressman Taber, those moved at Government expense on page 29.

Mr. TABER. I understand that, but I was wondering whether you would be able to tell us where those people came from.

Mr. HERRELL. We could give you a break-down as between domestic and foreign workers.

Colonel BRUTON. I can make an extract of what I have right here, which shows, in detail concerning all of the various classes of workers, where they came from, where they were needed, and even shows the counties in which they were used. This is quite lengthy, and I think I should extract it for you, for the record. It shows the interstate seasonal workers moved at Government expense, the States in which

they were used, also the same thing for the Bahamans, the Jamaicans, and Mexicans, as well as prisoners of war and troops.

We can make up a table in which it can all be consolidated.

Mr. TABER. I would like to have you do that; but, just for our purposes here, so that we may have this picture right now as well as we can, take the 43,000 that went to California: Did not the most of them come from in California, or would those all be from outside of the State?

Colonel BRUTON. Those are all from outside of the State.

Mr. TABER. Those are all interstate movements?

Colonel BRUTON. That is correct.

Mr. TABER. None of that 43,000 would include the product of the local intrastate operations?

Colonel BRUTON. No, sir.

Mr. TABER. Now, would the most of them come from Mexico, or would the most of them come from adjoining States, or other States?

Colonel BRUTON. The most of those are from Mexico.

Mr. TABER. That is where the most of those 50,000 came from—Mexico?

Colonel BRUTON. Yes, sir; the largest part of them. I have a detailed break-down here, they were from Mexico.

STATES IN WHICH MEXICAN LABOR WAS USED

Mr. TABER. How many did come from Mexico?

Colonel BRUTON. Fifty-four thousand four hundred and sixty.

Mr. HERRELL. Mr. Taber is talking about the number of Mexicans used in California, I believe, is that so?

Mr. TABER. I was.

Colonel BRUTON. In California the number of Mexicans employed was 42,763.

Mr. TABER. That leaves only 500 of the 43,000 coming from other States?

Colonel BRUTON. Yes, sir.

Mr. HERRELL. Or other foreign labor.

Mr. BARR. One of those figures includes some movement of Mexican nationals within the State.

Colonel BRUTON. The table referred to gives the number of Mexican nationals as well as other interstate workers transported into various States from September 1, 1942, to October 30, 1943.

Mr. TABER. I notice Texas only got 404. They did not use this proposition very much, did they?

Colonel BRUTON. We never received authority, Mr. Taber, to bring Mexican nationals from Mexico into Texas. The Mexican Government has tentatively agreed thereto for next year. The 404 given were domestic workers from other States.

Mr. LUDLOW. How about New Mexico?

Mr. TABER. In New Mexico, you had only a few—338. Did they get in their own people in New Mexico and Texas, on their own hook, just as they always have in days gone by?

Colonel BRUTON. They got quite a number in that way.

Mr. TABER. They probably got more that way than you got all together, did they not?

Colonel BRUTON. Yes; I would think that would be probably true.

Mr. TABER. That is, probably more than 55,000 came in on their own hook?

Colonel BRUTON. From Mexico?

Mr. TABER. Yes.

Colonel BRUTON. No, sir; I doubt there were anything like that many.

Mr. TABER. Well, the most of those folks that come from Mexico come from quite a ways over the border?

Colonel BRUTON. Yes.

Mr. TABER. From away down south of the border?

Colonel BRUTON. From away down in the central section of Mexico; that is correct.

Mr. TABER. And there were not very many of the border Mexicans coming over here, in your employment?

Colonel BRUTON. No.

Mr. LUDLOW. How does it happen Arizona got so many compared with New Mexico and Texas?

Colonel BRUTON. As I say, we could not move workers from Mexico into Texas and New Mexico. Since the date of this report, that is October 30, there has been further recruitment in other States of domesties for cotton picking in Texas and New Mexico.

Mr. LUDLOW. Arizona got over 5,000, which is many times what both New Mexico and Texas got put together.

Colonel BRUTON. That is true. We could not bring Mexican nationals into those States.

Mr. TABER. That simply means the Mexicans came in on their own hook, very largely, did they not?

Colonel BRUTON. You mean in the over-all picture?

Mr. TABER. Yes.

Colonel BRUTON. No, sir; I do not think so.

Mr. TABER. You would not think so many as came the other way?

Colonel BRUTON. No, sir; I would not think so. I think in the case of those border States, in Texas—I thought you were talking specifically about Texas and New Mexico—a higher number probably slipped across the border into Texas and New Mexico, than we brought into those States, because we did not bring any Mexican nationals into Texas or New Mexico but did bring them into Arizona.

Mr. TABER. There has been a normal movement of very considerable size every year for generations.

Colonel BRUTON. Yes; but the complaint from these border States now is that this movement has practically been stopped.

Mr. TABER. You mean Mexico has stopped it, or how?

Colonel BRUTON. The Mexican Government has stopped it, in connection with our immigration authorities, because the Mexican Government has insisted they must have an identification card that is only issued in Mexico City.

GUARANTIES TO FOREIGN WORKERS

Mr. TABER. Now, what are the labor restrictions that are placed on those people you bring in from the outside?

Colonel BRUTON. They are guaranteed 75 percent employment for the work days included in their contract period at a minimum

of 30 cents an hour, either for hourly work, or the equivalent if the work is on a piecework basis.

Mr. TABER. Is that the only restriction?

Colonel BRUTON. And they have a guaranty, under the agreement with Mexico, of housing at least equal to that provided for workers of the same class in the same area, and a guaranty that they will receive the prevailing rates paid other labor in the same area for similar work.

Mr. TABER. Are they obliged to join any union, or anything of that kind?

Colonel BRUTON. No. One of the requirements of the Mexican Government is that they are not permitted to join any union or take any part therein.

INTERSTATE AND FOREIGN LABOR FOR 1944

Mr. TABER. Now, you are estimating the need for handling 126,000 next year?

Colonel BRUTON. That is correct.

Mr. TABER. And you are hoping to handle much more of those in the seasonal group, rather than in the imported group, are you not?

Colonel BRUTON. That is correct sir. Here is a table showing both domestic and foreign labor recruited and transported interstate during 1943.

Mr. TABER. I guess we ought to put this table in the record.
(The matter above referred to is as follows:)

TABLE 10.—*Distribution, by State of employment of interstate and foreign agricultural workers transported at Government expense during period Sept. 1, 1942 to Oct. 31, 1943*¹

State where employed	Grand total, all workers	Domestic interstate workers			Total	Foreign workers		
		Total	Seasonal	Year-round		Mexicans	Jamaicans	Bahamians
Grand total...	109,586	23,150	18,092	5,058	86,436	59,334	16,301	10,801
Arizona.....	5,044	2,053	2,044	9	2,991	2,991		
California.....	43,462	699	484	215	42,763	42,763		
Colorado.....	1,681	568	467	101	1,113	1,113		
Connecticut.....	1,581	412	379	33	1,169		1,169	
Delaware.....	464	50		50	414		108	306
Florida.....	9,670	1,690	1,690		7,980		3,490	4,490
Idaho.....	2,704	910	818	92	1,794	1,233	561	
Illinois.....	1,080	488		488	592		542	50
Indiana.....	1,058	420	74	346	638		517	121
Iowa.....	28	28		28				
Kansas.....	145	12		12	133	133		
Kentucky.....	30	30		30				
Maine.....	2,956	2,261	2,261		695		695	
Maryland.....	1,976	140		140	1,836		100	1,736
Massachusetts.....	310	310	239	71				
Michigan.....	3,457	1,525	1,465	60	1,932		1,838	94
Minnesota.....	1,248	191		191	1,057	212	845	
Missouri.....	603	603		603				
Montana.....	3,536	557	542	15	2,979	2,979		
Nebraska.....	331	11		11	430	320		
Nevada.....	587	8		8	579	579		
New Hampshire.....	15	15		15				
New Jersey.....	2,631	561	268	293	2,070		1,856	214
New Mexico.....	338	338						
New York.....	4,452	1,113	793	320	3,339		2,460	879
North Carolina.....	1,309	250		250	1,059			1,059
North Dakota.....	3,559	2,988	2,988		571	209	362	
Ohio.....	1,227	834	312	522	393		393	
Oklahoma.....	12	12		12				
Oregon.....	3,962	212	121	91	3,750	3,750		

TABLE 10.—*Distribution, by State of employment of interstate and foreign agricultural workers transported at Government expense during period Sept. 1, 1942 to Oct. 31, 1943—Continued*

State where employed	Grand total, all workers	Domestic interstate workers			Total	Foreign workers		
		Total	Seasonal	Year-round		Mexicans	Jamaicans	Bahamians
Pennsylvania.....	549	124	-----	124	425	-----	425	-----
Rhode Island.....	6	6	-----	6	-----	-----	-----	-----
South Carolina.....	20	-----	-----	-----	20	-----	-----	20
South Dakota.....	101	-----	-----	-----	101	101	-----	-----
Tennessee.....	266	8	-----	8	258	-----	-----	258
Texas.....	468	468	404	64	-----	-----	-----	-----
Vermont.....	157	157	130	27	-----	-----	-----	-----
Virginia.....	1,617	43	-----	43	1,574	-----	-----	1,574
Washington.....	4,104	1,58	1,340	247	2,517	2,517	-----	-----
Wisconsin.....	1,690	750	350	400	940	-----	940	-----
Wyoming.....	1,152	718	585	133	434	434	-----	-----

¹ To the extent that the same workers may have been employed in more than 1 State, there is some duplication of the figures.

NECESSITY FOR MOVING WORKERS BETWEEN STATES

MR. TABER. What is the idea of sending people all the way from Kentucky to Maine and up into Massachusetts, unless it is year-round workers?

MR. WILSON. You have this situation develop in connection with the potato harvest in Aroostook County, Maine. There was an increase in the potato acreage from around 156,000 acres to 192,000 acres. As they started to harvest, which was late, due to the weather, the yield went up materially, and Maine had the highest yield of potatoes on record. It averaged around 370 bushels per acre for the entire acreage of the State. That required considerably more extra labor than had been planned for and could be recruited in Maine, because Maine is a shipbuilding and industrial State and all of the other States near there, New England States, are industrial States. Eastern Kentucky was about the nearest place we could get labor that could help in the Maine situation.

And it happened the demand came just at the right time. Two weeks earlier, it would not have been possible; but the Kentucky farmers had just laid by their crops so that they were free to go to Maine for about a month or 5 weeks. So it was a very fortunate arrangement all the way around. It enabled those people to increase their income slightly; they did a magnificent job in Maine, and they rendered a real patriotic service.

The Idaho movement, you will notice, from Tennessee to Idaho, was the result of a situation that developed when the number of Mexican nationals available for recruitment in Mexico was materially reduced during the month of September. The Mexican nationals that were scheduled to arrive during that month were largely for Idaho, Oregon, Washington and Montana, for fruits, potatoes and sugar beets. We had to comb the country to try to get labor to take the place of those Mexicans, and Tennessee was able to recruit about 530 and send them to Idaho.

(After discussion off the record:)

MR. TABER. Now, from this report, the total of this job of moving interstate workers, including the estimated number of future commitments for the balance of this year, is only 13,000, while the number of

interstate seasonal, plus year-around on page 28 of the justifications is 25,000. I am wondering why that discrepancy. Then there are 8,500 as the only figure that would be supposed to jibe with the 25,000.

Mr. HERRELL. The 8,500 represents the number recruited by the Extension Service since Public Law No. 45 was enacted. As I mentioned earlier, there was an allocation of funds made to the Department for the initiation of this program prior to the enactment of this law. At that time the recruitment was not handled by the Extension Service, but was handled directly by the Department.

Mr. TABER. You mean that part of this 25,000 was gathered in before—

Mr. HERRELL. Before Public No. 45 was enacted.

Mr. TABER. Now, you brought in 91,000 foreign workers and interstate: How many man-days did those people average after you moved them in?

Colonel BRUTON. Those figures I would have to get up for you, as to the man-days of the various types of labor, which would be based, of course, on the period of time that they spent in the respective States.

(The table referred to follows:)

*Estimate of the number of man-days of labor made available to farmers by the transportation program of War Food Administration from Jan. 1, 1943, up to and including Oct. 31, 1943*¹

Type of worker:	Man-days
Mexican nationals.....	4, 684, 805
Jamaicans.....	1, 255, 897
Bahamians.....	603, 868
Interstate:	
Seasonal.....	813, 427
Year-round.....	1, 085, 000
Total.....	8, 442, 997

¹ Preliminary, subject to revision.

Mr. TABER. I am wondering to what extent they actually worked. I want to get that picture with an idea of knowing something about what results we are getting out of this.

Colonel BRUTON. The foreign workers that have come in have been under contract for 90 days, or more, the most of them for considerably longer, and they have received on an average much better than the 75 percent guaranteed employment. Those that have been moved between the States have always been moved for particular picking jobs, like the Maine potato situation we were just talking about, which was 5 weeks. So that they were fully employed, except for a very few days when it rained.

I could give you an estimated break-down of man-days of labor to be supplied by each type of labor.

Mr. TABER. Now, I am wondering. I get it from all over that for picking vegetables, harvesting potatoes, picking fruits, and that sort of thing, that for a considerable period it has been customary for individual farmers to go into other States and pick up labor to come in and work during the harvest season, and sometimes through the planting season. Now, that movement, as I understand it, is 10 or 12 times and maybe 20 times as big as the movement that you

engineer. Why is it that the farm group cannot handle this themselves?

Mr. WILSON. There are two points I can contribute in answer to that. One is that many of these States have now passed State laws forbidding unlicensed recruiting, with a rather heavy fine imposed for violation. Another factor, of course, is the restriction on the use of trucks and gasoline for transporting workers. A New York farmer, for example, is no longer permitted to send his truck to Florida empty, to bring back a load of laborers to work on his New York farm.

Mr. TABER. A good many of them did do it, just the same?

Mr. WILSON. It is being done. Some of it is being done under cover of night. There have been cases where unlicensed recruiters have been jailed in those States.

Mr. TABER. Why should one group of farmers have preference over another group? I know in my territory there were probably 50 or 75 Jamaicans brought in; on the other hand, we had 600 or 800 brought in from Pennsylvania, that I know about, and there might be a good many more than I am talking about, and two or three hundred from Florida and Georgia. And the movement was several times as large, engineered by private parties.

Mr. WILSON. Part of the movement between Pennsylvania and New York was a cooperative movement between the New York Extension Service and the Pennsylvania State Extension Service. Because of the short distance, it did not involve any Government transportation and the figures are not included in our report.

Also, I think some of the New York farmers run farms in Florida, and they brought some labor from Florida to New York. In some cases, they sent down money to enable workers to buy tickets and come to New York under their own sail, so to speak.

Colonel BRUTON. Also, the number of Bahamians imported into New York was 837; the number of Jamaicans was 2,460. In addition to that, there was some use of troops and some use of prisoners of war.

Mr. TABER. That would not be in my district. There might be 100 there, but that would be big.

Colonel BRUTON. I know there were not many in your district.

Mr. WILSON. The allocation of interstate and foreign workers depends on the certification of the State extension service as to a need that cannot be supplied from within the State. In New York State there has been very close cooperation between the State extension service, the State farm manpower director, and the State U. S. E. S. They have all been concerned in such certifications and placements.

Mr. RABAUT. Do you have a similar sheet to this one that has already gone into the record, showing the labor that has been imported into the country?

Mr. HERRELL. Yes, sir.

Mr. RABAUT. I think it would be well to have that, too.

Mr. HERRELL. All right, we shall supply it for the record.

(The information requested appears in table No. 10 on page 55.)

MAINE POTATO CROP

(See pp. 60, 96)

Mr. LAMBERTSON. You seem to be proud of your activity in Maine in picking potatoes. I talked to the group who were here that day, several of them. How many went to Maine from Kentucky, Tennessee, or Arkansas?

Mr. WILSON. From Kentucky to Maine——

Mr. LAMBERTSON. In the whole group.

Mr. WILSON. One thousand and twenty went from Kentucky, 520 from Arkansas, 30 from West Virginia and 100 from Oklahoma went to Maine to assist in the potato harvest.

Mr. LAMBERTSON. A total of about 2,000?

Mr. WILSON. The Boy Scouts from Massachusetts, Connecticut, and so forth, would total about 2,000; yes.

Mr. LAMBERTSON. I want to get at what it costs the Government on an average. Aroostook County is away up in Maine; I have been up there.

Mr. WILSON. And very difficult to reach.

Mr. LAMBERTSON. And it is a long ways from Oklahoma.

What did it cost the Government to transport one of those people and bring them back, to Aroostook County, Maine?

Mr. HERRELL. The rail cost is estimated at 2.2 cents per mile, and subsistence en route at the minimum amount per meal charged by the railroad.

Mr. LAMBERTSON. I just wanted to find out about what it cost.

Mr. HERRELL. May I supply an estimate for the record on that?

Mr. LAMBERTSON. You have not a rough estimate handy?

Mr. HERRELL. No, sir; not on that particular move.

CONDITIONS OF TRAVEL AND EMPLOYMENT OF WORKERS

Mr. TABER. You buy round-trip tickets, do you not, so that you can send them back? You do not pay 2.2 cents a mile that way?

Mr. HERRELL. We get round-trip tickets where we know the workers are going to a particular place for a given period and are going back to the point of origin at the end of that period.

Mr. LAMBERTSON. Do they travel in Pullman?

Mr. HERRELL. No, sir; travel is in the coaches.

Mr. LAMBERTSON. I would like to see how practical it is. The growers up there paid them entirely what they got?

Mr. HERRELL. Yes, sir; they paid them the prevailing rates.

Mr. LAMBERTSON. The Government has not paid any subsidies for fellows to work in this field, has it?

Mr. HERRELL. There is a provision in the contracts with the foreign and interstate workers, guaranteeing them 75 percent employment for the possible work days of the contract periods. Responsibility for furnishing this employment, however, is assumed by the growers in

contracts they execute with the War Food Administration at the time the workers are assigned to them. So far, there have been no payments made that have come to my attention to cover loss of employment by the interstate workers.

Mr. LAMBERTSON. At no place?

Mr. HERRELL. At no place; the interstate workers' periods of employment have either equaled 75 percent, or there was no claim made.

Mr. LAMBERTSON. Are they paid overtime?

Mr. HERRELL. They are paid the prevailing rates of the area in which they are employed.

Mr. WILSON. The most of that is on a piece-work basis—13 cents a barrel including board in Maine, for picking potatoes.

Mr. LAMBERTSON. Now, you say they are paid the prevailing wage. I have been interested in that for 10 years around here. The prevailing wage is what union labor claims is the prevailing wages in the community; not the farmers.

Colonel BRUTON. No, sir; the prevailing wages paid these workers are determined by the farmers.

Mr. LAMBERTSON. Did you pay the farmers' prevailing wage in Maine?

Colonel BRUTON. Yes, sir; it was set by the county wage board.

MAINE POTATO CROP—continued

(See pp. 59, 96)

Mr. RABAUT. Are they going to put this information in the record that you have asked for?

Colonel BRUTON. Yes, sir.

Mr. RABAUT. Then I think, in connection with that, you ought to put in the record at that point, too, how many potatoes were salvaged under this act.

Mr. WILSON. There was a 71,000,000-bushel crop up there.

Mr. RABAUT. In other words, if this is going to set forth certain expense, let us see what was saved.

Mr. LAMBERTSON. You cannot say the potatoes they picked would not have been picked.

Mr. RABAUT. I know, but they picked them.

Mr. LAMBERTSON. But you said "salvaged," as if they would have been lost if they had not picked them.

Mr. RABAUT. They would have been lost. That is what they were moved up there for.

Mr. LAMBERTSON. That is a question.

Mr. RABAUT. That is the reason for this whole program.

Mr. WILSON. In other words, they would not have been able to take care of the harvest in that area with the free labor. Even with the transported workers it was still necessary for the Army to send in 800 troops in order to supplement all other available labor.

Colonel BURTON. Some were lost in spite of that and, of course, still more would have been lost had these extra sources of labor not been made available.

Mr. LAMBERTSON. I think that is a case where you could use some migratory labor, but it is a tremendously long way to take it.

Mr. WILSON. It was the best that could be done in the emergency.

Mr. LAMBERTSON. I would just like to see what it costs you to take one from Oklahoma up there and bring him back.

Mr. WILSON. There were very few from Oklahoma; the most of them were from Kentucky.

Mr. LAMBERTSON. In the over-all picture, it occurs to me, with labor scarce in every community, city, and county, with people breaking their backs trying to keep up, I cannot conceive where you could go out and get anybody worth their salt and take them away off, and the only reason for them doing that is the thrill of the trip and the ride is free that the Government gives them. If they were worth a darn, they would do a little there where they are.

Mr. WILSON. The Kentucky group had laid by their own crops.

Mr. LAMBERTSON. I cannot think of a soul in my county, which is an agricultural county, that you could go out and pick up who would be worth their salt to take any place, because there is so much work there for them to do, if they will work. And it looks as though you cannot help but be getting the seum of the country, and the question is whether they have been worth their salt.

Mr. WILSON. In time of war it is necessary to use unusual sources of labor, to take care of emergency situations, when you are pulling able-bodied manpower into the armed services and munition factories.

Mr. RABAUT. And you have crops of different kinds?

Mr. WILSON. Yes.

Mr. LAMBERTSON. These people picking potatoes in Maine, how were they fed while they were picking potatoes? Did they feed themselves?

Mr. WILSON. Practically all of them were fed by the farm families in Maine.

Mr. LAMBERTSON. The farm families fed them too, on top of paying them the barrel wage?

Mr. WILSON. They were paid 13 cents a barrel plus board and room; those without board got 15 cents a barrel.

Mr. LUDLOW. How much could they make on an average?

Mr. WILSON. A 71-year-old woman picked an average of 63 barrels per day.

Mr. LAMBERTSON. The farm labor man feeds himself on the prevailing wage?

Mr. HERRELL. In this case they paid him 15 cents a barrel without board, and 13 cents where board and room were furnished.

Mr. LAMBERTSON. The potato-picking season would not be over 5 or 6 weeks?

Mr. HERRELL. It was 41 days, to be specific.

Mr. RABAUT. What did the Maine people think about this activity? Were they pleased or displeased?

Mr. WILSON. They were very much pleased. I have a very fine letter addressed to Director of Extension, M. L. Wilson from the secretary of agriculture of the State, commenting very favorably on the program, and I also have a letter from the State director of extension setting forth the splendid job done in meeting the farm labor problem in Maine this year. They did not think it could be done, but it was done.

Mr. LAMBERTSON. There should be some justification on how much the cost was taken into consideration.

Mr. WILSON. You have always the question of how much you are going to consider cost in harvesting some food crop after it has already been produced. Here the potatoes were already produced and, due

to good weather, there were 15,000,000 bushels more to be harvested than was anticipated a month before digging started.

Mr. RABAUT. Fifteen million bushels more.

Mr. WILSON. Fifteen million bushels more than anticipated before they started digging, and it was up to us to save those potatoes, if it was humanly possible; because potatoes are one of our principal foods.

Mr. LUDLOW. Maine is right up against Canada; did you get any Canadian labor?

Mr. WILSON. Some came in from Canada.

Mr. LUDLOW. But they were not very much of a factor?

Mr. WILSON. Canada would only permit a limited amount to come in.

Colonel BRUTON. They permitted about 200 high-school students to come in.

Mr. LAMBERTSON. I think there can be something done in cooperation between the States and I think that is work that the Extension Service is doing between the States; but I cannot conceive, with the shortage of labor existing everywhere today, how the Government is doing an effective, worth-while job with the money spent in this migratory labor over long areas and to different places.

Mr. WILSON. The problem is one of fitting the crop seasons together. Crops come to maturity at different periods from south to north, from the Mexican border to the Canadian line. Due to peculiar weather conditions, certain crops were ready to harvest at the same time this year, which made a very difficult situation. This was true of cotton and peanuts in Georgia and the Carolinas. By a careful study of the distribution of labor, it is possible to locate areas where the farm jobs follow a close sequence. The skilled farm labor which is not completely employed for a certain period can be transported for short periods to other nearby areas and thereby make a larger contribution to production during a 12-month period.

Mr. LAMBERTSON. When you got the group from Kentucky and Arkansas, you went in there and advertised for them and solicited them; that is the way you got them. You had to put on a kind of show to get them.

Colonel BRUTON. It was done by the State extension service of the State, through the county agents.

Mr. LAMBERTSON. The State got up the program?

Colonel BRUTON. Yes; that is the way to do it as approved under Public Law 45, because using this method at the local levels it is possible to coordinate outside needs with the needs of the farmers locally.

Mr. WILSON. Certain counties in Arkansas had a flood, followed by drought this year, and farmers' crops were largely lost. These farmers were very glad to go to North Dakota to assist in the wheat harvest, and by so doing supplement their incomes.

Mr. LAMBERTSON. Of course they have always gone from northern Nebraska to Kansas. Fifty years ago I saw many of them in there. And they have always come, but machinery has now taken their place. These men cannot run machinery that is on the modern, average farm today?

Mr. WILSON. The North Dakota labor situation grew out of the fact they had an all-time record harvest of grains in that State. North Dakota did not have as much machinery as many other States, because of earlier drought years. The State was also at the end of the line, so to speak, of the migratory labor path. It became necessary for the Government to supplement everything that could possibly be done locally. As a matter of fact we even had to use some troops to finish the job in North Dakota.

Mr. LAMBERTSON. I cannot imagine why there should be any such group of migratory labor now, in this war. I can understand in depression times, or ordinary times, we have always had them; but I cannot see where there is any excuse now for people who call themselves migratory labor. There is no reason for it.

Mr. WILSON. Of course, there are not as many as usual, but some of those people have worked out routes where they can move from crop to crop select only the very best paying jobs, and make very high wages for a short period. Some people use their vacation periods to earn extra money in that way.

Mr. LAMBERTSON. This migratory group has been true in lots of other things. There is a professional group of attendants at State hospitals that never stay in one place very long. They go there to take care of the insane and stay for 3, 4, 5, or 6 months, and then go on to another State institution. They are migratory. And we have always had those groups of migratory workers in a lot of different lines.

Colonel BRUTON. The harvest season takes a great deal of labor. In Florida right now the citrus and winter vegetable season is beginning and if it was not for migratory labor coming in the growers just could not handle it. As the crops develop in the North later on, workers must be moved to take care of the harvest period as it moves northward.

Mr. LAMBERTSON. Outside of a few places like Aroostook County, Maine, which produces so tremendously, 370 bushels of potatoes to the acre, that means lots of work there to pick them up, and in a few instances like that, I can see the utility.

Now, you can do it, but what is the utility and the reasonable expense and cost to transport them clear across the country for these little, short, seasonal things? If they do not get them within a short area, I do not believe it is worth the money.

Mr. WILSON. Of course, one can raise the question here of the advisability of increasing the production of potatoes in Aroostook County, Maine. However, due to the weather and other favorable conditions, it is possible to obtain such large yields. I understand Aroostook farmers can increase the acreage planted to potatoes beyond that planted in 1943.

Mr. LAMBERTSON. I cannot think of anything in the whole country that compares with Aroostook County, Maine, for a concentrated work season.

Mr. WILSON. There are other specialized farming areas with peak labor seasons; the potato area of Idaho; the fruit belt of Oregon and Washington; the fruit and canning crop area of California; the citrus area of Florida, etc., etc.

Colonel BRUTON. Congressman, you requested the cost per round trip, and Mr. Barr has some figures on that.

Mr. BARR. It was approximately \$65, including food. I can get the exact cost very shortly on that. That is about what it would run from Kentucky to Maine and back. Transportation for workers moved from points more distant would of course cost more.

Mr. LAMBERTSON. That is for a round trip, coach ticket?

Mr. BARR. That is the coach fare, plus meals, both ways.

Mr. LAMBERTSON. That is all.

PROPOSED CONSOLIDATION OF FUNDS FOR 2-YEAR PROGRAM

The CHAIRMAN. Now, taking up the programs in the order in which they appear in the committee print, if the committee will turn to the committee print of the joint resolution, we will take them up in their order and also the changes proposed in the language, as we go along.

I note, on pages 1 and 2 of the bill, you are proposing that \$35,000,000, together with the unexpended balances of the \$26,100,000 that we gave you last year, which amounts to \$4,529,394, be consolidated into one fund and be available until December 31, 1944, and that change is accompanied by a proposed subsection i of section 5, found on page 13. [Reading:]

This act shall take effect upon the date of its enactment into law and shall thereupon supersede the act of April 29, 1943 (Public Law 45), to the extent that such act is inconsistent with this act.

I see you explain that change in note 1 on page 3 of the justifications and, if the committee will turn to page 3, they will find a very complete explanation there in note 1 of this change, as to why they desire a merger of the funds and in note 14, on page 9, they explain why they wish to have the new law supersede the old one as soon as it is enacted.

The CHAIRMAN. I will include the explanation in the record at this point.

(The statement referred to follows:)

EXPLANATION OF CHANGES IN LANGUAGE

(1) *Consolidation of the new funds to be appropriated and the existing appropriation for the calendar year 1943 into a single account to be available through the calendar year 1944.*—The primary reason for recommending this language is related directly to the transportation of workers. Additional funds are needed to provide for the completion of the activity begun prior to the close of the calendar year 1943; this includes provision for return to points of origin of workers transported at Government expense for whom return transportation cannot be purchased at the time of their first move because of the uncertainty both as to the point from which a return trip will be initiated and also as to the time of departure. The Government is obligated by contract to return the worker to the original point of recruitment. It is, therefore, necessary either to reserve sufficient funds (even though they may not be considered formally as "obligated," inasmuch as the actual transportation tickets have not been purchased) to cover the return expenses of such workers, or to assume that sufficient funds will be appropriated in a future year for this expense. It has been administratively determined to set aside from funds currently appropriated, the amount needed for the expense of this return trip each time a worker or group of workers is moved. Unless the availability of such funds is extended they will revert to the general fund of the Treasury and necessitate charging the new appropriation for this unbudgeted expense. Therefore, the purpose of consolidating the two appropriations is to

facilitate and minimize bookkeeping operations and costs and to make the consolidated fund available for the purposes and objects authorized in the original Labor Supply Appropriation Act as amended by the language of this supplemental estimate.

(14) *Effective date of act and superseding of Public Law 45, Seventy-eighth Congress.*—This provision makes it clear that this act would be effective immediately upon the date of its enactment and would supersede Public Law 45 to the extent that said act is inconsistent with this act. In this way existing contracts and agreements entered into pursuant to Public Law 45 will not have to be rewritten before December 31, 1943, unless they are inconsistent with the new act.

At the same time, this paragraph would make the provisions of this act effective immediately and thus avoid a cessation in the present movement and housing and furnishing of other assistance to interstate and foreign labor needed to complete the harvest of this year. The unfinished harvest includes vegetables and citrus fruits in Florida, California, and Arizona; cotton in Arizona, Texas, New Mexico, and California; corn husking and other miscellaneous farm work in various other States. As reflected in the foregoing project summary (page 2) in order to continue the present program for the remainder of 1943 related to interstate and foreign labor, it will be necessary for the existing maximum on funds available under section 3 (a) to be amended, as proposed in the estimate.

The CHAIRMAN. The next portion of the joint resolution is the intrastate program, and that is project No. 1 on the summary sheet we have here.

The present law provides that the amount allocated to the State extension service shall not be less than \$9,000,000 nor more than \$13,050,000, and the amount that was obligated in 1943 was \$5,700,000 leaving a balance to allocate of \$7,350,000 on account of 1943.

You are asking a total of \$10,300,000 for 1944. The amount for apportionment to States, including apportionments heretofore made, is limited to \$16,000,000 under the joint resolution, which is the total of \$5,700,000 and the \$10,300,000, to cover the 2-year period.

Now, Colonel Bruton will this method of handling the funds simplify the apportionment and accounting and other handling of the program, or will it be merely a matter of posting it up to December 31, 1944, and starting a new set of allocations?

Colonel BRUTON. That will simplify the program. From the accounting standpoint I would like to have Mr. Herrell explain it.

Mr. HERRELL. As to the mechanics, this language will permit the States to continue to use next year any of the unobligated funds they have left at the end of this year and make it possible for us to add to these balances from funds contained under the estimate before you. As to other reasons for this language we should like to insert here the explanation of the proposed language change.

Authorization for apportionment of funds among the States in accordance with need not to exceed a maximum limitation of \$16,000,000 and elimination of maximum limitation on funds for interstate and foreign activities. This provision is recommended in lieu of the "maximum and minimum" provision in the current act, in order to meet any situation which might arise within a State (or States) where intrastate labor cannot be secured in the total amount planned, the difference in funds (which would otherwise exist) between a maximum and a minimum limitation on funds for such intrastate activities

would not be "frozen" under a maximum limitation on interstate and foreign activities but would be available for the transportation of such additional interstate and foreign workers as might be needed to meet the particular situation in the State (or States) of need. The \$16,000,000 would provide for the obligations (estimated by the States to be \$5,700,000) to be incurred during 1943 and allow the remainder of \$10,300,000 to be made available during 1944.

[NOTE.—The proposed maximum limitation originally contained in the budget estimate was changed in a subsequent recommendation of the War Food Administrator and cleared by the Bureau of the Budget, as evidenced by the letter from Hon. Marvin Jones, to the chairman of the House Appropriations Committee, now appearing on p. 186 herein.]

PROJECT I. FUNDS AVAILABLE TO STATES FOR INTRA-STATE ACTIVITY

The CHAIRMAN. We will insert at this point in the record the summary of the intrastate program, that is project No. 1, as it appears on page 27 of the justifications.

(The statement referred to follows:)

Summary of Project 1. Allocations to State extension service, \$10,300,000

BY PROJECT

1a. Recruitment, placement, labor utilization, and State administration and supervision.....	\$6, 362, 600
1b. Victory farm volunteers.....	1, 380, 600
1c. Women's land army.....	624, 550
1d. Transportation and housing of intrastate workers.....	1, 932, 250
Total.....	10, 300, 000

BY MAJOR OBJECTS

County farm labor assistants.....	4, 189, 000
State personnel and field supervisors.....	1, 123, 500
Personnel for training centers, camps, and supervision of transportation.....	508, 250
Travel, county and State.....	1, 357, 600
Transportation of workers and subsistence while en route or at training centers.....	1, 630, 000
Lease, alteration, and repair of camps.....	175, 000
Medical and burial services.....	144, 000
Other expenses including communications.....	1, 172, 650
Total.....	10, 300, 000

ALLOCATIONS TO STATES

The CHAIRMAN. Going back to the break-down of this \$10,300,000, as it appears in the digest, if the committee will return to the digest of project No. 1 and take it up item by item, I think the committee in connection with that project would like to have the most recent data with respect to allocations that have been made to each State.

Mr. WILSON. Here is a statement showing the allocation of funds to States, estimated expenditures as of December 31, 1943, and the placements in each State as of October 31; also the percentage of placements to September 30, which were, men, women, and youth.

The CHAIRMAN. You are going to show both the allocation and expenditures by States?

Mr. WILSON. Yes; the table shows both the allocations and the estimated expenditures for that part of the calendar year 1943 during which public law 45 was available. It includes actual obligations through September 30 and an estimate for the remainder of the year.

The CHAIRMAN. Do you also have data with respect to the placement of farm labor coming within these allocations?

Mr. WILSON. Column 4 of this table gives estimated total placements through October. We have the complete figures through September. There are 18 or 19 States for which we have only preliminary reports for October.

The CHAIRMAN. Will that information be available by the time you correct your remarks? If so, will you supplement this table with all the data available, giving us the best explanation of this table and what it signifies?

Mr. WILSON. You refer to the table that I have handed you?

The CHAIRMAN. Yes, the one before us.

Mr. WILSON. The first column indicates the amount of money that has actually been allocated to the various States, representing a total of \$8,058,000; \$942,000 of the \$9,000,000 under Public Law 45 which has been apportioned for the States remains available for payment to the States as they need it.

The second column indicates the total expenditures as of September 30 plus the estimated expenditures for the remainder of the calendar year 1943, under Public Law 45. The total is \$5,702,066, which is the estimated cost of the part of the 1943 Farm Labor Program handled by State extension services.

The third column shows the total number of placements made by the State extension services, including placements of interstate and foreign workers, since the entire placement responsibility rests on the State extension service. A grand total of 3,478,095 placements have been made during the 6 months' period ending October 31, 1943.

Of those placements, 54 percent were men 17 percent women, and 29 percent youth.

FUNDS AND PLACEMENTS BY STATES

You will notice there is quite a wide variation in these percentages for the different States; different parts of the country depending on the need for agricultural workers, available supplies of labor and many other factors.

(The table above referred to follows:)

TABLE 11.—*Project No. I—Intrastate activities of the farm-labor program carried on by the State extension services, status of funds and placements as of Oct. 31, 1943*

States	Amount of funds allocated to State extension services to Sept. 30, 1943	Estimated total expenditures through Dec. 31, 1943	Total placements to Oct. 31, 1943 ¹	Percentage of placements to Sept. 30		
				Percent men	Percent women	Percent youth
Alabama.....	\$135,000	\$115,000	² 55,839	55	11	34
Arizona.....	80,000	75,557	² 14,320	87	7	6
Arkansas.....	155,000	123,622	² 168,546	33	33	34
California.....	800,000	708,500	² 254,786	62	12	26
Colorado.....	100,000	63,618	54,784	75	19	6
Connecticut.....	90,000	57,922	16,946	33	4	63
Delaware.....	20,000	19,272	11,252	51	11	35
Florida.....	115,000	69,884	9,931	47	22	31
Georgia.....	180,000	135,649	138,536	48	36	16
Idaho.....	115,000	100,900	78,859	95	2	3
Illinois.....	300,000	199,490	68,727	64	11	25
Indiana.....	255,000	106,425	46,874	31	8	61
Iowa.....	335,000	91,484	31,314	33	14	53
Kansas.....	145,000	62,533	30,055	90	1	9
Kentucky.....	140,000	99,439	² 29,182	47	11	42
Louisiana.....	115,000	235,259	26,827	30	38	32
Maine.....	60,000	74,689	14,954	13	4	83
Maryland.....	100,000	70,000	² 116,848	66	22	12
Massachusetts.....	60,000	30,000	² 11,356	39	13	48
Michigan.....	225,000	137,167	137,912	37	5	58
Minnesota.....	200,000	100,000	97,622	67	5	28
Mississippi.....	135,000	96,456	111,533	23	42	35
Missouri.....	230,000	127,960	² 62,688	66	13	21
Montana.....	90,000	68,281	30,014	74	6	20
Nebraska.....	140,000	69,375	30,969	72	5	23
Nevada.....	30,000	30,000	5,077	88	1	11
New Hampshire.....	33,000	30,329	9,057	44	4	52
New Jersey.....	95,000	54,109	² 87,049	85	2	13
New Mexico.....	70,000	55,602	² 17,371	75	5	20
New York.....	420,000	357,000	² 158,358	54	15	31
North Carolina.....	285,000	146,000	117,379	43	46	11
North Dakota.....	115,000	75,099	152,237	67	6	27
Ohio.....	295,000	151,000	² 34,611	30	8	62
Oklahoma.....	235,000	154,354	39,606	54	10	36
Oregon.....	190,000	130,298	² 187,754	45	19	36
Pennsylvania.....	265,000	140,396	² 42,763	53	16	31
Rhode Island.....	15,000	9,159	1,285	57	5	38
South Carolina.....	155,000	68,981	² 71,085	36	26	38
South Dakota.....	95,000	61,886	² 44,928	89	2	9
Tennessee.....	155,000	119,411	61,066	53	11	36
Texas.....	400,000	500,000	445,784	45	25	30
Utah.....	55,000	36,210	54,796	26	10	64
Vermont.....	40,000	34,699	6,321	33	12	55
Virginia.....	245,000	141,000	² 49,831	81	11	8
Washington.....	225,000	125,017	187,071	53	16	31
West Virginia.....	55,000	45,000	² 6,842	57	23	20
Wisconsin.....	190,000	138,400	35,943	56	6	38
Wyoming.....	75,000	60,454	11,107	72	2	26
Total.....	8,058,000	5,702,066	3,478,095	54	17	29

¹ Includes placements made by U. S. Extension Service offices under contracts with the State extension services.² Data for October preliminary—subject to revision.

RECRUITMENT, PLACEMENT, AND LABOR UTILIZATION AND STATE ADMINISTRATION AND SUPERVISION

The CHAIRMAN. Passing on to the item under paragraph (a) of project No. 1, \$6,362,600 for recruitment, placement, labor utilization, and State administration and supervision you provide for 5,000,000 placements to 1,000,000 farmers, involving 2,200,000 different workers. Is that still 2,200,000 different workers?

Mr. WILSON. Yes; and we must keep in mind, when we use the term "worker" that it has a wide range of meaning. Estimates are in

terms of average farm workers. If it is necessary to use youth, it may take two or two and one-half as many youth workers to do the work of an average farm worker. If women are used, it may take four women to perform the work of three average male farm workers. The term "farm worker" has a wide variety of connotations which must be considered whenever we speak of numbers of workers.

Mr. RABAUT. But you referred to the number of workers in the estimates?

Mr. WILSON. Yes; I mean that when one computes the number of workers needed for a particular job one uses an average worker as the unit.

The CHAIRMAN. The number involved here in this 2,200,000 refers to different workers?

Mr. WILSON. Yes.

The CHAIRMAN. I think the justifications for the item, commencing on page 14 of the justifications, and pages 17 and 18 which have the break-down of the costs, we will put in the record at this point.

(The statements referred to follow:)

PROJECT 1 (A) RECRUITMENT, PLACEMENT, LABOR UTILIZATION, AND STATE ADMINISTRATION AND SUPERVISION

Objective.—To maintain farm-placement centers that will receive all orders from farmers for labor, keep files of available workers, and arrange for the placement of workers with farmers; to mobilize all local sources of farm labor; to obtain the maximum productive use of the labor now on farms and of labor which will be made available to farmers; to provide adequate administrative and supervisory direction of the farm-labor program within each State, and insure proper and efficient use of funds allotted to the State extension services. (Specialized efforts to recruit, train, and utilize nonfarm youth and women are presented as separate projects 1 (b) and 1 (c).)

The problem and its significance.—The agricultural production requested of American farmers in 1944 will require 50,000 more year-round workers and from 300,000 to 500,000 more seasonal workers than were employed on farms during 1943, when all food-production records were broken. In addition to the 6,000,000 farm operators and their families, 2,500,000 farmers will require 500,000,000 man-days of hired labor during 1944 to be employed at an approximate cost of \$1,750,000,000.

Shortage of experienced labor on farms and the continued pressure for additional manpower for the armed forces and for nonagricultural industries makes it of paramount importance that every possible effort be made to supply farmers with labor recruited from unusual, as well as usual sources, and that the labor on farms, and made available to farmers, be utilized in a manner to insure maximum production. Thousands of rural and urban youth, women, business and professional people, whose patriotic desire to contribute to essential agricultural production, will greatly augment the farm-labor force, and must be recruited, organized, and directed in such a manner as to insure appropriate use. Recruitment and placement centers, where farmers can place orders for labor and through which the available labor can be placed in an orderly manner, must be accessible to farmers needing additional workers and to sources of available farm labor.

Accomplishments to date.—On January 25, 1943, the Chairman of the War Manpower Commission delegated to the Secretary of Agriculture operating responsibility for farm labor. On February 17, 1943, the Secretary of Agriculture requested the Cooperative Extension Service of the Department and the State agricultural colleges to direct the complete mobilization, effective placement, and efficient utilization of the farm-labor resources of every agricultural county of the United States, and to develop and operate specialized programs for the recruitment and utilization of nonfarm youth of high-school age and of nonfarm women for appropriate types of farm work. While some advance planning was possible prior to the enactment of Public Law 45 (signed by the President on April 29, 1943), the unavailability of farm-labor funds delayed aggressive prosecution of the farm-labor program by State extension services until the latter part of May. Twenty-nine of the State extension services contracted with the United States Employment Service for certain farm-labor services and facilities. The total

estimated cost of such services was \$939,960. However, in only 11 States did the amount of the contract exceed \$30,000.

A total of 6,150 county and community recruitment and placement centers have been operated, many for only short periods of time. County farm labor advisory committees of farmers and representatives of governmental agencies have been organized in all agricultural counties to assist extension agents in determining farm-labor needs and in mobilizing local labor resources. The Extension Service neighborhood leader system, which provides for the direct contact coverage of the Nation's 6,000,000 farm families, has actively promoted the self-help philosophy on the part of individual farms, neighborhoods, and communities, thereby solving locally countless farm-labor problems without their being brought to the attention of extension farm labor personnel.

Much has been done in most States and counties in arousing nonfarm people of villages and cities to the need for additional farm workers to insure adequate agricultural production. Defense councils, Employment Service offices, civic groups, schools, industrial organizations, churches, and voluntary organizations of every description have cooperated, and previously unrealized manpower strength has saved the crop in literally thousands of localities scattered throughout the Nation.

The State extension services (including the services and facilities provided by the United States Extension Service, in those States contracting for such services) report for the 5 months' period ending September 30 the grand total of 2,706,352 placements of workers on farms. Of these placements 2,585,681 were seasonal and 120,671 were year-round workers. Approximately 57 percent of the placements were men, 19 percent women, and 24 percent youth.

During the 1943 season the following numbers of persons (professional and clerical) have been employed by State extension services on farm labor funds.

Continuing appointments:		Short-time appointments:	
State-----	296	State-----	185
County-----	1,600	County-----	4,187
Total-----	1,896	Total-----	4,372

The preceding figures do not include United States Extension Service personnel in those States where contracts did not call for services of specific United States Extension Service Staff members.

Total food production in 1943 is 5 percent larger than the record year 1942, and 32 percent greater than the 1935-39 average. To date no substantial losses of food crops during 1943 have been directly attributable to lack of harvest labor.

Plan of work.—The Cooperative Extension Service within each State, with the assistance of State and county farm labor advisory committees, community and neighborhood leaders, and utilizing to the fullest the cooperative help of local agencies and groups, public and private, will analyze farm labor needs in light of anticipated production and develop and execute plans for the maximum effective use of the labor on farms, and for the complete mobilization of local sources of labor available for productive work on farms. Emphasis will continue to be placed on the principle of self-help on the part of individual farms, neighborhoods, communities, counties, and States. When complete mobilization of the resources of the community does not provide sufficient supplemental labor to meet farm needs, the county extension service will supply labor made available through a complete mobilization of the labor resources of the county. Labor needs of deficit counties will be supplied by the State extension service utilizing labor drawn from nondeficit counties of the State, including nonfarm youth and women from cities. When a State is unable to care for the total farm labor needs of farmers, the Office of Labor, War Food Administration, will be called upon to transport workers from other States where agriculture may be in slack season, or to supply workers imported from other countries. State extension services will cooperate with each other in facilitating interstate movements of agricultural workers, where such movements will contribute to fuller employment and relieve farm labor peaks.

County and community recruitment offices will be maintained in such places and for such periods as the 1943 experiences would seem to warrant, the 1944 production outlook indicates is desirable, and as the available funds will permit. A skeleton farm labor staff for planning, organizational, supervisory, and operational purposes will be maintained in all States and in those counties having heavy year-round and long season farm labor problems. Temporary employees will be added as the season advances and conditions warrant. Regular extension service employees can be counted upon for much supervisory direction of the farm labor

personnel, and in the absence of special farm labor assistants, to do as much direct recruitment and placement of farm labor as their other duties will permit.

Financial requirements.—The following detailed estimates reflect the anticipated costs of the subproject (1a) for the calendar year 1944:

STATE

Number	Title or item	Average rate	Total
48	State supervisors.....	\$4,000	\$192,000
20	Assistant State supervisors.....	3,500	70,000
70	District supervisors.....	3,500	245,000
48	Clerk-stenographers.....	1,500	72,000
45	do.....	1,200	54,000
48	Statistical and fiscal clerks.....	1,500	72,000
138	Travel for State and district supervisors.....	900	124,200
48	Travel for extension specialists.....	500	24,000
20	Travel for State farm labor advisory committees.....	500	10,000
48	Communications.....	700	33,600
48	Supplies and materials.....	300	14,400
48	Printing and mimeographing.....	1,500	72,000
48	Equipment.....	300	14,400
10	Rents and utilities.....	1,000	10,000

COUNTY

600	County assistants (field).....	\$2,000	\$1,200,000
1,200	County assistants (field) (part time) (average 5 months, at \$180).....	900	1,080,000
300	County assistants (office).....	1,500	450,000
1,200	County assistants (office) (part time) (average 4 months, at \$125).....	500	600,000
1,500	Per diem recruiters and community placement assistants (average 30 days, at \$5).....	150	225,000
600	Travel for county assistants (field).....	600	360,000
1,200	Travel for county assistants (field) (part time) (5 months, at \$70 per month).....	350	420,000
3,000	Communications.....	150	450,000
3,000	Supplies and materials.....	50	150,000
1,000	Equipment.....	50	50,000
500	Rents and utilities.....	300	150,000

TRAINING CENTERS (50 FOR YEAR-ROUND WORKERS)

100	Personnel for supervision (average 2 months, at \$200).....	\$400	\$40,000
50	Equipment.....	100	5,000
25	Rents and/or repair of buildings.....	200	5,000
5,000	Transportation of workers to training center and to point of employment.....	9	45,000
5,000	Subsistence of workers while in training (average period 2 weeks).....	25	125,000
Total.....			6,362,600

Summarized, these estimates are as follows:

County farm-labor assistants.....	\$3,555,000
State office personnel and field supervisors.....	705,000
Travel for county and State personnel.....	938,200
Other expenses, including communications, supplies, printing, rents, etc.....	954,400
Transportation and subsistence of workers trained at training centers.....	170,000
Personnel for training centers.....	40,000
Total.....	6,362,600

HOW PROGRAM IS HANDLED IN STATE

The CHAIRMAN. Will you explain to the committee how the part of the program handled by the States is integrated with the rest of the program?

Mr. WILSON. The basis philosophy of the farm labor program carried on by the State extension services requires that each farmer be responsible for using his own labor and the other labor that is available to him, to the best possible advantage in the food program; that each

neighborhood share labor and machinery in order to meet insofar as possible its labor needs.

We then move from the neighborhood to the community and to the county. If the county cannot supply all the labor it needs the county agent applies to the State extension service. The State extension service attempts to find the labor needed in nondeficit areas. Frequently the request may be filled by women, youths, and other unusual sources. Each State aims to take care of its labor needs from within the State if at all possible.

Where the State is not able to recruit enough labor to meet its needs it applies to the Office of Labor of the Federal War Food Administration for labor to be moved to that State; first, interstate labor, if it can be found; if not, workers imported from foreign countries are assigned the State to meet the situation.

The CHAIRMAN. What kind of organization is set up in each State to take care of that?

Mr. WILSON. On the State level?

The CHAIRMAN. In each State.

Mr. WILSON. In each State there is a farm-labor supervisor in charge of the entire program. He reports directly to the State director of extension, who in most States gives much personal attention to the farm-labor program.

There is a varying number of assistant State supervisors depending upon the size of the State, and the size of the labor job to be done. Usually there is an assistant for the Victory farm volunteer program and an assistant for the women's land army program. In some States an assistant is required to look after housing and transportation. The number of additional assistants depends entirely upon the size of the labor job.

ORGANIZATION IN COUNTIES

In those counties which have a rather large year-round demand or an extremely heavy seasonal labor load, it is necessary to employ a regular assistant to the county extension agent to handle the farm-labor program. This is true of some twelve to fifteen hundred counties.

In the other counties temporary farm-labor assistants are employed for varying periods. Extra clerks for farm-labor work are employed in county extension offices as required. During the critical crop-harvesting period, people are employed on a per diem basis to help recruit and place labor. The total number of temporary assistants and per diem workers employed is about 4,000. The State directors of the Extension Service have placed supervisory responsibility on the regular county extension staff, employing extra workers for the farm-labor program only as needed.

The CHAIRMAN. In what sort of a program?

Mr. WILSON. In addition to operating placement offices in 3,000 agricultural counties, we have also operated about 3,150 community placement centers. Most of the latter have been for short periods only.

In each of 250,000 neighborhoods we have the assistance of voluntary leaders. There are between six hundred and six hundred and fifty thousand of these leaders. They have been responsible for making labor surveys, arranging for neighbors to share work and machinery.

They have endeavored to see that the labor available in each neighborhood is fully utilized before assistance from outside their own little bailiwick is requested.

The CHAIRMAN. What character of supervision, control and coordination is exercised by the War Food Administration?

Mr. WILSON. The Director of Labor, War Food Administration, looks to me, as Director of Extension M. L. Wilson's representative, to handle all relationships with the State extension services and to facilitate integration of the intrastate program with the interstate and foreign program.

The CHAIRMAN. There is coordination, then, on the national level?

Mr. WILSON. Yes.

ACCOMPLISHMENTS IN 1943

The CHAIRMAN. What have you accomplished in 1943?

Mr. WILSON. You refer to the whole program?

The CHAIRMAN. Yes; the whole program.

Mr. WILSON. We have come through the year with a record food production; we have come through with no substantial losses of food crops due to lack of harvest labor. In this connection a letter has been sent to each of the State directors requesting them to investigate all rumors of food losses. While I have not heard from all of the State directors, those who have replied have uniformly stated that no substantial food losses have occurred in their States.

We have had to do a larger job this year with less labor on the farm. In order to perform the job, we had to utilize the services of older men, and a great many more women and youth. This has been accomplished through application of the principle of self-help. Farmers and members of their families have worked longer hours.

They have shared work and machinery with neighbors. Through complete mobilization of local labor, communities and counties have met their labor needs, using first that labor closest at hand. If the local labor supply was not adequate to do the job, the State was requested to recruit the additional labor needed.

I would like to cite an example of how neighborhoods and communities have been stimulated to solve their own labor problems. The North Carolina Extension Service recently made a study of the farm labor work of extension neighborhood leaders of about 4,000 farm families. In that State there are two neighborhood leaders for every 12 to 16 farm families. Three hundred thirty-one leaders in areas selected to represent all parts of the State reported on the 4,666 families on their lists.

The summary shows that two-thirds of those families had labor problems in 1943.

Approximately 75 percent of those with labor problems were able to solve them through self-help, labor- and machinery-sharing programs on the local level. For the State of North Carolina it is estimated that over 4,900,000 man-days of labor were exchanged through the activities of local volunteer leaders.

Of course, the sharing of labor is not a new thing among farmers, but it is certain that this phase of the labor program conducted by the State extension services has greatly stimulated this sort of thing. It has been a tremendous factor in helping supply labor required for food production in 1943.

EXPECTED ACCOMPLISHMENTS, 1944

The CHAIRMAN. What do you expect to accomplish in 1944; that is, what do you expect to change, and what do you need in your 1944 program and to expand over your 1943 program?

Mr. WILSON. In general, we expect to continue in 1944 the plans followed in 1943, profiting, of course, by our 1943 experience. Increased production called for in 1944 will require about 50,000 year-round and 500,000 seasonal workers more than the labor we had in 1943. We anticipate it will be more difficult in 1944 to recruit and place labor because the best estimates now available indicate that additional workers will go into the armed services, and that additional workers will be required to supply the materials of war.

It is anticipated that the net manpower requirements of the armed services and the war industries will be 1,300,000 larger on July 1, 1944, than on July 1, 1943. Many of those workers will be drawn from agriculture directly or indirectly.

We want to do a more complete job of local mobilization. In those places where there was less than 100 percent job of local labor mobilization this year, we want to make it a complete 100 percent job next year. Supplying labor from local sources insures fuller use of manpower and reduces costs.

Another very vital part of the program for 1944 will be the Victory Farm Volunteers. In 1943, Extension placed about 400,000. Next year we expect to increase the number of placements of youth to around 700,000.

The Women's Land Army, which, after all, is not so much an organization as a movement of women into agriculture, will be expanded from the approximately 200,000 women placed on the farm through Extension in 1943 to 400,000 in 1944. We hope to recruit, train, and place a substantial number of women next year in year-round farm jobs.

HOUSING AND TRANSPORTATION OF INTRASTATE WORKERS

Through farm-management studies of labor needs at different seasons throughout the counties of each State, it should be possible to locate areas from which in slack periods workers can be transported to other areas to meet labor peaks. Because of the relatively short periods of employment involved, workers cannot be expected to pay for transportation out of wages. By placing more emphasis on transportation of intrastate workers, it is anticipated that States will be able to take care of a larger proportion of the 1944 farm-labor demands through their own resources. It will probably be necessary to spend somewhat more money for transportation of workers within the State than was true in 1943. Even so, that will be less expensive than importing labor from outside the State.

We expect that it will be necessary to provide more temporary housing for labor recruited from within each State, and for V. F. V. and W. L. A. groups.

The CHAIRMAN. In this table, showing the distribution, you have set up in every State in the Union.

Mr. WILSON. Yes; the farm-labor program operates in all 48 States.

The CHAIRMAN. Are these organizations identical?

Mr. WILSON. The organizational plan is essentially the same in all States.

The CHAIRMAN. They have the same supervisory system?

Mr. WILSON. The same, generally speaking. The size of the farm-labor job varies, some States place more emphasis on certain types of workers, and, of course, the emphasis placed upon the neighborhood leaders varies.

The CHAIRMAN. There is a very wide difference in what you have in each State both as to program and as to the need for labor and as to the amount of labor you transport into the State; there is a wide difference in the burden of operation. Could you not consolidate the work in some of these States at points where there is less involved?

Mr. WILSON. The size of the organization and the amount of personnel working with the farm-labor problem varies greatly with the States. In some of the smaller States one person may serve as the over-all supervisor of the program and as leader of the youth labor program. The person promoting the women's land army may be employed only part time while continuing to devote major attention to some other extension-service function.

STATE PERSONNEL EMPLOYED ON FARM LABOR FUNDS

The CHAIRMAN. How about the comparative cost figures, cost of your organization maintenance.

Mr. WILSON. Of course, that varies as will be noted from the table giving expenditures by States.

(See table 11 on p. 68.)

The CHAIRMAN. I am referring to your primary set-up, the supervisory, superintendent, or leaders, as the case may be, in the immediate staff.

Mr. WILSON. I shall be glad to supply a table showing numbers of personnel by States.

The CHAIRMAN. We would like to have a statement showing the costs by States of that service. There is a disproportion of that load shown here and I do not see why there should not be a uniform expense through the States of the Union.

Mr. WILSON. On page 17 of the justifications quite a little variance in the set-up in the 48 States will be noted. The average salary of a State supervisor for the country is around \$4,000. In the smaller States the salary on a part-time basis may be much less. In some States it may be \$5,000. The larger States will necessarily need a greater number of assistant supervisors.

The CHAIRMAN. Well you had a supervisor in Rhode Island where the allocation is only about \$15,000.

Mr. WILSON. That was a part-time person.

The CHAIRMAN. And you show a supervisor here in the State of California where he handles California with one man. Do you pay the two men the same salary?

Mr. WILSON. No. Salaries are high in California.

The CHAIRMAN. I took California because it had a high turn-over. Here is the State of Texas which has nearly half a million, and there is a varying degree of load in the several States in the Union.

Mr. WILSON. Yes.

The CHAIRMAN. There is a complete lack of unity in the requirements.

Mr. WILSON. This table showing continuing and temporary workers employed in each State will I think supply the information you seek.

The CHAIRMAN. Suppose you supply that for the record, giving a break-down.

Mr. WILSON. By States.

(The information requested follows:)

TABLE 12.—*Report as of Oct. 23, 1943, from the States regarding personnel employed on farm-labor funds*

	Number of permanent personnel, including clerical, employed on farm labor funds this season		Largest number of temporary personnel, including clerical, employed at any one time this season		Estimated total number of temporary personnel employed during 1943	
	State	County	State	County	State	County
Alabama.....	2	74	0	38	0	112
Arizona.....	4	14	4	6	8	10
Arkansas.....	5	0	2	103	2	125
California.....	34	259	0	95	0	167
Colorado.....	3	0	7	72	7	72
Connecticut.....	4	9	0	21	0	29
Delaware.....	2	1	3	18	1	26
Florida.....	9	50	1	9	1	17
Georgia.....	7	5	0	229	0	235
Idaho.....	5	27	1	45	2	50
Illinois.....	10	136	2	73	2	93
Indiana.....	6	0	1	137	1	167
Iowa.....	6	86	21	141	21	158
Kansas.....	5	0	1	52	1	52
Kentucky.....	5	0	7	110	7	118
Louisiana.....	5	0	3	131	6	175
Maine.....	4	18	3	41	3	41
Maryland.....	7	0	3	69	4	84
Massachusetts.....	4	15	3	15	3	15
Michigan.....	15	53	6	17	9	55
Minnesota.....	2	0	7	99	7	107
Mississippi.....	15	80	0	89	0	275
Missouri.....	7	55	4	70	4	150
Montana.....	8	9	0	8	2	17
Nebraska.....	6	0	6	111	10	180
Nevada.....	3	5	3	17	3	17
New Hampshire.....	5	16	0	2	0	3
New Jersey.....	7	25	2	27	2	29
New Mexico.....	2	8	0	21	0	36
New York.....	14	33	18	120	21	136
North Carolina.....	0	0	0	105	0	136
North Dakota.....	4	0	6	73	6	100
Ohio.....	4	52	11	134	11	147
Oklahoma.....	8	80	5	43	5	60
Oregon.....	8	2	3	102	4	198
Pennsylvania.....	6	103	0	33	0	65
Rhode Island.....	0	3	1	3	1	3
South Carolina.....	5	53	1	129	1	139
South Dakota.....	2	1	5	82	5	92
Tennessee.....	13	117	0	8	0	28
Texas.....	3	0	5	258	9	258
Utah.....	3	15	4	29	4	35
Vermont.....	3	22	1	9	2	14
Virginia.....	9	45	3	19	4	19
Washington.....	4	0	8	39	3	51
West Virginia.....	6	7	7	38	9	49
Wisconsin.....	4	90	1	53	1	65
Wyoming.....	6	27	2	9	2	15
Total.....	299	1,595	171	3,152	194	4,225

PERSONAL SERVICES, TRAVEL, ETC., OF STATE AND COUNTY PERSONNEL

The CHAIRMAN. Practically all of the \$6,362,600 is for personal services, travel, and office expenses of the State and county personnel. Of the total, \$3,555,000 is for salaries of county—farm labor assistants—and \$705,000 is for salaries of State office personnel and field supervisors. The remainder of the sum is for travel, training, and office expense including communications and printing.

How much personnel is proposed for 1944 for the county level and how much for the State level?

Mr. WILSON. This information is given on page 17 of the justifications. In the left-hand column is indicated the number of workers: 48 State supervisors, 20 assistant State supervisors, 70 district supervisors, and so on, at the State level.

At the county level, there are listed 600 year-round county farm labor assistants; 1,200 part-time county assistants; 300 office assistants full-time; 1,200 office assistants part-time and 1,500 per diem persons for about 30 days for peak recruitment and placement periods.

The CHAIRMAN. How does the total compare with 1943?

Mr. WILSON. These figures are slightly less than 1943.

OPERATION OF TRAINING CENTERS

The CHAIRMAN. I see that your estimate provides for the operation of 50 training centers.

Mr. WILSON. Just for year-around workers.

The CHAIRMAN. That is for the training of 5,000 year-round workers involving 100 instructors at \$200 a month for an average of 2 months?

Mr. WILSON. Yes.

The CHAIRMAN. The transportation of 5,000 to and from training centers and subsistence for an average period of 2 weeks for 5,000 workers at the training center. Will you tell the committee how many of these centers are in existence at the present time; how many of the 50 are now in operation?

Mr. WILSON. They are set up as needed from time to time at the State agricultural colleges.

The CHAIRMAN. In other words, they come and go?

Mr. WILSON. Yes.

The CHAIRMAN. What determines the need for them? I am talking about the 50 training centers. How many of them are in operation at this time?

Mr. WILSON. Comparatively few at this time.

The CHAIRMAN. How many?

Mr. WILSON. Six or eight.

The CHAIRMAN. And you expect to increase that to the full 50?

Mr. WILSON. As needed.

The CHAIRMAN. And you think they will be needed in 1944?

Mr. WILSON. Yes.

The CHAIRMAN. The 50?

Mr. WILSON. Yes.

The CHAIRMAN. What kind of training is given?

Mr. WILSON. It will be a short period of training dealing in types of agriculture in which these workers will be placed. Where these

workers come from nondairy areas, for instance, it is not practical to place them immediately on a dairy farm. They will be given a short period of training dealing with the dairy industry first.

The CHAIRMAN. Where are they located, or where do you expect to locate the entire 50?

Mr. WILSON. May I insert that in the record?

The CHAIRMAN. Yes.

Mr. WILSON. They will be located largely in the dairy, poultry, and general livestock areas.

(The information requested follows:)

TABLE 13.—*Proposed training centers to be sponsored by the State extension services—1944 farm-labor program*

State ¹	For year-round workers (50 centers)	For training of youth (Victory Farm Volunteers) (40 centers)	For training of women (Women's Land Army) (25 centers)
Alabama	1	1	
Arizona			
Arkansas	1		
California	2	2	1
Colorado	1	1	
Connecticut	1	1	1
Delaware	1	1	
Florida	1		
Georgia	1		
Idaho	1		
Illinois	2	2	1
Indiana	1	1	1
Iowa	2	1	1
Kansas	1	1	1
Kentucky	1		
Louisiana	1		
Maine	1	1	
Maryland	1		1
Massachusetts	1	1	1
Michigan	1	2	1
Minnesota	1	2	1
Mississippi	1	1	
Missouri	1	1	1
Montana			
Nebraska	1	1	1
Nevada			
New Hampshire	1	1	1
New Jersey	1	1	1
New Mexico			
New York	3	3	1
North Carolina	1		
North Dakota		1	1
Ohio	2	1	1
Oklahoma	1		1
Oregon	1	1	1
Pennsylvania	2	2	1
Rhode Island	1		
South Carolina	1	1	
South Dakota			
Tennessee	1		
Texas	3	1	1
Utah	1		
Vermont	1	1	1
Virginia	1	1	1
Washington	1	1	1
West Virginia	1	1	
Wisconsin	1	1	1
Wyoming		1	

¹ In States with only 1 training center it will usually be located at the agricultural college. In States with more than 1 center usually 1 will be located at the agricultural college and the others at secondary agricultural schools, county agricultural farms, experiment substations, etc.

The CHAIRMAN. What success have you had with the six or eight that are now in operation?

Mr. WILSON. They have been satisfactory to the extent that we want to continue them; largely for year-round labor which are inexperienced in general dairy and livestock farming. Training must of necessity be given in order to perform the job with inexperienced persons.

The CHAIRMAN. In connection with the recruitment——

Mr. WILSON. May I suggest that the actual cost of the instruction will be borne by the Office of Education in most instances. Extension will pay the part of the cost connected with the organization and supervision of the training centers.

SALARIES OF STATE AND ASSISTANT STATE SUPERVISORS

The CHAIRMAN. Will you at this point include in your testimony the salary of the 48 State supervisors, the 20 assistant State supervisors, 70 district supervisors? I believe those are the persons with salaries running from \$3,500 to \$4,000.

Mr. WILSON. You want the individuals?

The CHAIRMAN. No; just the rates of pay.

Mr. HERRELL. It will be supplied.

The CHAIRMAN. Do you have a table covering that by States?

Mr. WILSON. You would like to have that by States?

The CHAIRMAN. Yes.

Mr. WILSON. I may have to wire some of the colleges to obtain the information.

(The information requested follows:)

STATE AND ASSISTANT STATE SUPERVISORS

(Salaries on emergency farm-labor funds)

STATE SUPERVISORS

1. Six State supervisors are being paid from regular extension funds and receive no salary from emergency farm-labor funds.

2. Thirty-two State supervisors received their full salary from farm-labor funds. These salary ranges are:

\$2,400.....	1
\$3,000 to \$3,500.....	8
\$3,600 to \$4,000.....	13
\$4,100 to \$4,600.....	8
\$4,600 and over.....	2

3. Ten State supervisors received part of their salaries from farm-labor funds, as follows:

Under \$2,000.....	2
\$2,000 to \$2,400.....	2
\$2,500 to \$2,900.....	4
\$3,000.....	1
\$3,560.....	1

ASSISTANT STATE SUPERVISORS¹

1. Eleven assistant State supervisors are paid full salary from extension funds. (Twelve district supervisors in Texas paid entirely from extension funds.)

2. Eighty-eight assistant State supervisors received full salary from farm-labor funds—salary scale range as follows:

\$1,750.....	1
\$2,000 to \$2,400.....	15
\$2,500 to \$2,900.....	12
\$3,000 to \$3,400.....	29
\$3,500 to \$3,900.....	22
\$4,000 to \$4,400.....	2
\$4,500 to \$5,000.....	7

3. Twenty-three assistant State supervisors were employed part time on farm-labor funds. Portions paid from such funds are as follows:

Under \$1,000.....	8
\$1,000 to \$1,900.....	9
\$2,000 to \$2,400.....	2
\$2,628.....	1
\$3,000.....	1
\$3,100 to \$3,500.....	2

The CHAIRMAN. Who fixes this pay?

Mr. WILSON. The director of the agricultural extension service of each State.

The CHAIRMAN. Does it have to be approved by the War Food Administration?

Mr. WILSON. Not individual salaries; no.

The CHAIRMAN. There is no supervision over that? That is entirely up to the State organization?

Mr. WILSON. Yes.

Mr. HERRELL. The allotments of funds to States are made in accordance with agreements with the War Food Administration which are based on the general plan of operation and organization submitted by the State and approved in a general way by the War Food Administration.

SUGGEST CHANGES IN RECRUITMENT AND TRANSPORTATION LANGUAGE

The CHAIRMAN. In connection with this recruitment and transportation item of \$6,362,600, you are asking for some additional authority on page 3 of the bill. You have asked to have inserted in connection with recruitment expenses the words "including recruitment within the States of recruitment for employment elsewhere," and on the same page, in connection with transportation of workers, you ask to have inserted "including transportation within the State of recruitment for employment elsewhere."

Mr. WILSON. That is in connection with the recruiting of workers for interstate movement. The solicitor's office looks upon Public Law No. 45 as being in two parts. The money allotted to the States can not be used for recruitment or transportation of workers to go to another State. Such costs must be borne from funds for the interstate and foreign part of the program. In actual practice, of course, the recruiting of the workers for out-of-state movement is merged right in with the recruiting of labor for use within the State. It therefore can best be handled by the States, and it will save much

¹ Many of the personnel included in this group were assigned to special phases of the program, such as Victory Farm Volunteers, Women's Land Army, and training, etc.

bookkeeping, if interstate recruitment can be tied in with the State functions.

LOCAL TRANSPORTATION OF INTERSTATE WORKERS

From a practical standpoint, local transportation of interstate workers can be handled much better on the State level than on the Federal level. That is the reason for these two proposed changes.

The CHAIRMAN. I notice on the same page, page 3 of the committee print, in connection with the transportation of workers, you ask to have inserted "including transportation within the State of recruitment for employment elsewhere."

Now, this is explained in the note on page 4.

Will you give us a brief statement of the need for this change in language and insert as a part of your remarks the explanation that we have here in the justification? We would like to have this note in the record.

(The statement referred to is as follows:)

EXPLANATION OF PROPOSED CHANGE IN LANGUAGE

(3) *Authorization for States to use funds apportioned to them for recruitment and transportation of workers within the State of recruitment for employment elsewhere.*—The language of the current appropriation act is not definitely clear on the point as to whether the costs of recruitment and transportation of workers within a State for use in other States should be charged to funds allotted to the extension services (1) in the State of recruitment, (2) in the State of need, or (3) to funds available directly to the War Food Administration. Inasmuch as extension services are responsible for all recruitment within the State, clarification of the legislative intent to permit use of funds allotted to a State for recruitment and transportation of workers within the State whether for intrastate or interstate use will greatly facilitate financial arrangements under which this work is performed. The State extension services actually recruit and select the workers to be moved and if it is more definitely made clear that the State in which the recruitment is being done is authorized to utilize funds apportioned to it to pay for this cost, as proposed in the estimate, it will greatly facilitate the operation of the program.

AUTHORITY TO THE EXTENSION SERVICE TO ENTER INTO AGREEMENTS IN CONNECTION WITH RECRUITMENT AND TRANSPORTATION OF WORKERS

The CHAIRMAN. I note also in connection with this item that authority is granted to the extension services to enter into agreements with public or private agencies or individuals for furnishing services or facilities in connection with the recruitment and transportation of workers and to reimburse them for it.

To what extent has this authority been availed of and what agencies or individuals have been utilized?

Mr. WILSON. You are referring to contracts by the State extension services?

The CHAIRMAN. You have limited authority to reimburse them. Now, to what extent have you used that authority?

Mr. WILSON. Twenty-nine States have contracted with the United States Employment Service for certain services, or facilities, and I shall be glad to put in the record a statement of the amount of the contracts by States.

The CHAIRMAN. I believe you said that 29 of these States extension services have entered into these contracts with the United States Employment Service?

Mr. WILSON. That is correct.

(The statement referred to is as follows:)

TABLE 14.—*State extension service contracts with United States Employment Service—Status Oct. 8, 1943*

State	Expenditures	To be expended	Total expenditures	Contract	Expected balance or deficit
Alabama.....	\$3,507	\$9,277	\$12,784	\$20,000	+\$7,216
Arkansas ¹	26,483	24,084	50,567	55,386	+4,819
Idaho.....	26,478	20,018	46,496	46,496	-----
Illinois.....	41,339	25,169	66,508	70,203	+9,695
Iowa ²	None	None	None	711	+711
Kansas.....	16,081	9,950	26,031	67,297	+41,266
Kentucky.....	3,000	2,500	5,500	5,500	-----
Maine.....	732	585	1,317	1,366	+49
Maryland ³	6,917	2,159	9,076	7,227	-1,149
Massachusetts.....	None	2,100	2,100	2,100	-----
Michigan.....	18,000	9,000	27,000	27,000	-----
Minnesota.....	12,946	8,241	21,187	21,187	-----
Mississippi ¹	5,000	None	5,000	5,000	-----
Missouri.....	18,355	5,945	24,300	24,300	-----
Montana.....	19,239	14,430	33,669	33,669	-----
Nebraska.....	10,629	None	10,629	10,629	-----
Nevada ⁴	None	1,145	1,145	4,581	+3,436
New York.....	81,623	29,940	111,563	95,703	-15,860
North Carolina.....	42,238	14,700	56,938	56,938	-----
North Dakota.....	18,686	None	18,686	21,018	+2,332
Ohio.....	None	12,000	12,000	17,035	+5,035
Oregon ⁵	67,274	6,000	61,274	67,274	+6,000
South Dakota.....	12,405	6,280	18,685	18,685	-----
Tennessee ¹	35,550	None	35,550	40,550	+5,000
Texas.....	60,677	39,800	100,477	76,482	-23,995
Utah.....	15,300	None	15,300	15,300	-----
Virginia.....	20,232	4,708	25,000	25,000	-----
Washington.....	82,127	None	82,127	82,127	-----
Wyoming.....	10,196	5,000	15,196	15,196	-----
Total.....	655,074	241,031	896,105	939,960	44,555

¹ Includes services of Memphis United States Employment Service office under separate contract.

² Contract not yet approved by Federal War Manpower Commission.

³ Includes services of District of Columbia United States Employment Service office under separate contract.

⁴ Nevada attorney general rules that contract must be redrafted in accordance with Nevada State laws.

⁵ Expect balance of approximately \$6,000 to be returned at end of the year.

The CHAIRMAN. And your total estimate for that purpose is \$939,960.

Mr. HERRELL. That is what the contracts amount to during the current year; yes.

The CHAIRMAN. Well, what information have you as to how much will be paid them for the entire year 1943?

Mr. WILSON. The contracts call for payments totaling \$939,960. An estimate of the situation on October 8 indicates that there will be a balance, after certain adjustments have been made, of about \$44,555 that will not be expended. There are a few States that will need a little more money for their contracts. There may be other States that will have larger balances than listed.

The CHAIRMAN. Now, would you say that these facilities are a satisfactory source of assistance in connection with your farm labor supply?

Mr. WILSON. I think the answer would have to be this: In some States the contractual relationship has been quite satisfactory. In many States it has been reasonably satisfactory, and in some States it has been unsatisfactory.

The CHAIRMAN. Has that been dependent or contingent on management or local conditions over which no one had any control?

Mr. WILSON. Quite a bit of it is management plus personalities.

The CHAIRMAN. And you are not in a position through consultation and training to bring about uniform efficiency?

Mr. WILSON. Improvement has been made in some places, but where you get a conflict of interests, it is sometimes difficult to iron those all out.

The CHAIRMAN. Are you expecting to use in in 1944?

Mr. WILSON. I have made no complete canvass of the States on that point, though wires were sent the States at the time of our hearing before the Bureau of the Budget.

The CHAIRMAN. It will be continued, then, on a reduced scale?

Mr. WILSON. On a reduced scale, for the reason that the 1943 farm labor assignment came to Extension in the middle of the season. The United States Employment Service had a program of recruitment and placement underway in most States. In some States, this program was being conducted in close cooperation with the Extension Service. It seemed desirable to arrange for the continuation of certain U. S. E. S. services or facilities. With a season's experience behind them, many of these States feel that they should operate the farm labor program without subcontracts.

The CHAIRMAN. How much of this \$6,362,600 do you plan to use for this United States Employment Service?

Mr. WILSON. That is entirely up to each State.

The CHAIRMAN. You have no doubt made some sort of a rough estimate?

Mr. WILSON. Probably not over \$200,000 in not over 10 States.

PRINTING AND EDUCATIONAL MATERIAL

The CHAIRMAN. Then, in connection with your printing item of \$72,000, is that forms and administrative printing, or is it educational with a view to creating, stimulating.

Mr. WILSON. All of those things. Much of the work will be multilithing and contractual services rather than printing.

The CHAIRMAN. It amounts to the same thing. It is a preparation of literature?

Mr. WILSON. Yes.

The CHAIRMAN. And the purpose of the literature is not limited to forms and administrative printing, but you do include educational printing?

Mr. WILSON. Promotional folders explaining the youth program, and material of that kind.

The CHAIRMAN. What is the character of that educational material?

Mr. WILSON. An example is this folder [illustrating] on the youth movement prepared for the land grant college meeting in Chicago recently. This is an inexpensive pictorial summary showing what the program has accomplished in the different States.

The CHAIRMAN. Now, this is the V. F. V. on the farm front. I suppose that is Victory farm volunteer on the farm front. Just to whom is this distributed, and what reaction are you endeavoring to secure?

Mr. WILSON. Primarily to our State and county farm-labor people, and to school people who have cooperated in the program. They will have a picture of what was accomplished in 1943 as they develop plans for enlarging and improving the program for 1944.

VICTORY FARM VOLUNTEERS

The CHAIRMAN. This pamphlet would come under subtitle (b), project 1, where you estimate \$1,380,600 for the Victory Farm Volunteers for special recruitment training, placement and supervision.

I note that this project item contemplates increasing this type of farm labor from an estimated 400,000 in 1943 to 700,000 in 1944.

Mr. WILSON. Yes.

The CHAIRMAN. That is the item explained on page 19 of the justifications. We will put pages 19 and 20 of the justifications in the record at this point.

PROJECT 1 (B)—VICTORY FARM VOLUNTEERS

Objective.—To recruit, train, place, and supervise able-bodied nonfarm youth to assist with farm work.

Problem.—Nonfarm youth constitutes a potential source of manpower if this pool of labor can be effectively recruited, trained, and supervised. It is estimated that 500,000 youth could be made available from cities of 10,000 population and greater and at least 200,000 additional from small cities, towns, and villages. Most of these workers are available for relatively short periods relatively close to home.

Accomplishments to date.—Approximately 400,000 nonfarm youth placed by the Extension Service have assisted with the production of essential crops during the past crop season. In addition to the youth placed through county offices, many made contacts direct and secured employment with farmers as a result of the enthusiasm generated through the Victory farm volunteers program. Nearly every type of farm work was performed, and this contribution was most valuable in relieving peak labor loads. The schools and many major youth-serving agencies have cooperated to make this phase of the program a success. The press and radio have been particularly helpful. The attitude of the farmers toward nonfarm youth improved greatly in 1943, and as a result more efficient utilization can be expected during the coming year.

Plan of work.—The continued successful use of these youth requires close working relationships with Federal, State, and local educational authorities and youth organizations. These groups will help with recruiting, selection, training, and supervision. Victory farm volunteers representatives are needed on a part-time basis to assist in recruiting in the larger cities. Training will be provided at training centers and by cooperative arrangements with the schools. County field assistants are needed during the summer months to assist in the program in the various

counties, particularly with the placement and supervision of city youth living in camps and in farm homes. Most of the county Victory farm volunteers assistants will be local homemakers, school teachers, and retired farmers who have had experience in working with boys and girls.

Financial requirements

Number	Title or item	Average rate	Total
State:			
24.....	Assistant State supervisors.....	\$3,500	\$84,000
24.....	Assistant State supervisors (part-time) (6 months, at \$250).....	1,500	36,000
20.....	District supervisors (part-time) (6 months, at \$250).....	1,500	30,000
15.....	Victory farm volunteers representatives in large cities (part-time) (6 months, at \$250).....	1,500	22,500
25.....	Clerk-stenographers.....	1,200	30,000
24.....	Travel assistant State supervisors.....	900	21,600
44.....	Travel assistant State and district supervisors (6 months, at \$75).....	450	19,800
48.....	Communications.....	100	4,800
48.....	Supplies and materials.....	200	9,600
48.....	Printing and mimeographing.....	750	36,000
48.....	Equipment.....	100	4,800
County:			
700.....	County assistants (Victory farm volunteers) (part-time) (4 months, at \$175).....	700	490,000
700.....	Travel county (Victory farm volunteers assistants (4 months, at \$75).....	300	210,000
700.....	Communications.....	50	35,000
700.....	Supplies and materials.....	25	17,500
Training centers (40 for training youth):			
80.....	Personnel for supervision (2 months, at \$200).....	400	32,000
40.....	Equipment.....	100	4,000
15.....	Rent and repairs at center.....	200	3,000
10,000.....	Transportation of workers to and from training centers.....	9	90,000
10,000.....	Subsistence while in training (average, 2 weeks).....	20	200,000
Total.....			1,380,600

The CHAIRMAN. Then, will you give us a general statement on this part of the program, how it has been handled and what success you have had with it?

Mr. WILSON. The Victory farm volunteer program?

The CHAIRMAN. Yes.

Mr. WILSON. It has been, I think, one of the most satisfactory parts of the 1943 farm labor program.

It was initiated, first, by cooperative agreement worked out on the national level between the U. S. D. A. Extension Service, and the United States Office of Education, whereby the school system would help in the recruiting and training of youth and the Extension Service would take responsibility for the educational work on the farm side, the placement of the youth, and the supervision of the youth on the job.

The CHAIRMAN. About what are the ages involved there?

Mr. WILSON. 14 to 18, but very few 18. Most of them are not over 17.

The CHAIRMAN. It seems to me that this is a very inexpensive method of operation, if you are going to get 700,000 nonfarm laborers here. It would cost approximately \$2 a head.

Mr. WILSON. Many of the youth are out but for a very short period; some of the youth are small. Some are girls. It is not equivalent to adult male labor. The V. F. V. program is operated very cheaply.

In New York State, an estimated 77,000 youths were supplied to farmers by the program this year. Minnesota reported about 29,000, and of that number 14,000 or 15,000 lived with farm families during the summer.

The CHAIRMAN. Can you give us a break-down by States of the youth placements?

Mr. WILSON. State figures on youth placement can be estimated by applying the percentage figures to the total placements shown in table No. 11 on page 68.

The CHAIRMAN. Why not add another column?

Mr. WILSON. The percentage of placements appear in the last column shown in table 11.

The CHAIRMAN. That is very clear. The last column is youth, and the next to the last column, women.

Mr. TABER. In the last column the percentage in some places is 3 percent and in other places it is 6 percent.

Mr. WILSON. That depends upon the State situation, the type of agriculture, the emphasis placed on the W. L. A. program in the States, and the availability of women. All those factors come into the picture.

Mr. TABER. You should not have all these assistants and all of this set-up for the youths in a State where they do not have the necessity for it.

Mr. WILSON. That is right.

Mr. TABER. Why do you set it up in the justifications? That makes it confusing.

Mr. WILSON. The justifications indicate that only about half of the States are expected to employ full-time V. F. V. or W. L. A. assistants.

Mr. TABER. Twenty-four in one place, and 24 assistants for half of the year, or for 6 months.

Mr. WILSON. The part-time or 6-month assistant is likely to be a person performing some other job in the Extension Service. The part-time V. F. V. assistant, for example looks after the V. F. V. program conducted in cooperation with schools. In a small State that person may supervise the work at the county level.

The CHAIRMAN. Now, I notice here that you have salaries for State officers and field supervisors, \$202,500; and salaries for county and farm labor assistants, \$490,000; and travel for State and county personnel, \$261,400; and other expenses, including communications, supplies, printing, rent, and so forth, \$114,700.

Then there are items of \$144,000 for subsistence of 4,000 women while at training centers. I note a variance in the subsistence rate under these training programs. Under the first subitem, the subsistence rate was \$25 per trainee for an average of 2 weeks, under the nonfarm youth training item it was \$20 for an average of 2 weeks, and under this item it is \$36, but no length of training is specified. The committee would like a statement with respect to this training similar to that under the other item. Why only 4,000 women out of 400,000 to be trained?

Mr. WILSON. On the U. F. V. program the training will be largely handled in cooperation with the schools, and particularly the vocational schools. In some of our large cities, such as New York, Philadelphia, Detroit, Chicago, Los Angeles, and so forth, it will be necessary to set up some special training work for youth who are prospective farm workers.

The CHAIRMAN. What control do you exercise over these schools? Now, they are vocational schools. To what extent do you supplement or cooperate with them?

Mr. WILSON. To give a specific example: In the city of Minneapolis this year, one of the assistant superintendents was placed in charge of the youth training program in cooperation with the extension service. Training teachers were selected who had had farm experience to give certain instructional work in connection with the schools. They arranged with each one of these teachers to take a group out during the Easter vacation and over week ends to nearby farms where practical farm work was performed.

The CHAIRMAN. Is that under your teachers or under their own teachers?

Mr. WILSON. Largely under their own teachers, but as a cooperative activity the Extension Service guides the program. We are only asking for a very small amount of money to help facilitate that type of training.

The CHAIRMAN. Why do you ask for that particular amount? Why 15,000?

Mr. WILSON. I could have said 12,000 or 18,000.

The CHAIRMAN. You must have had some basis.

Mr. WILSON. It is based on a survey of the larger cities, in situations where the training cannot be handled through regular vocational school departments and the need for workers with this training.

WOMEN'S LAND ARMY

The CHAIRMAN. Now, under subtitle (c), under project 1, is \$624,550 for Women's Land Army under a proposed program for special recruitment, training, placement, and supervision for the use of 400,000 women in agriculture. This contemplates a doubling of the 1943 program, which indicates a use of 200,000 for this work.

Mr. WILSON. Raising it an additional 200,000.

The CHAIRMAN. An additional 200,000?

Mr. WILSON. That is right.

The CHAIRMAN. The success of your program has been such as to warrant continuing the program for the coming year?

Mr. WILSON. It has been very gratifying.

The CHAIRMAN. We will put in pages 22 and 23 of the record in connection with your discussion of that:

PROJECT 1 (c)—WOMEN'S LAND ARMY

Objective.—To develop and administer a national program for the efficient utilization of womanpower for essential farm work.

The problem and its significance.—During periods of acute shortage of manpower, women have always assumed most willingly many of the duties formerly done by men. Women have proven they are capable of handling many types of farm work. They can do much to alleviate the existing manpower shortage

Therefore, the Nation-wide program for the utilization of nonfarm women must be perfected and expanded.

Accomplishments to date.—Women have made a substantial contribution to food production in 1943. During the 5 months ending September 30 more than 200,000 women have been placed on farms through the farm labor program of the Extension Service. This number is increasing. The Women's Land Army Division of the United States Crop Corps comprises college girls, teachers, store clerks, stenographers, other business and professional women and homemakers who have done such seasonal jobs as harvest beans, tomatoes, and other vegetables; have cared for poultry, operated milking machines, driven trucks and tractors, detasseled corn, shocked wheat, picked cotton and potatoes, graded and packed fruit, etc. It also includes a few thousand women who have been placed as year-round workers, mainly on dairy and poultry work. Earlier reluctance of farmers and farmers' wives to the employment of women as regular hired hands is dwindling rapidly.

Plan of work.—Expansion of the Women's Land Army movement to encourage more women to contribute to agricultural production will be continued along the lines which have proven successful in 1943. Determinations will be made of areas and production activities where nonfarm women can be used. Similar determinations will be made of sources of possible recruitment. Training for year-round workers is essential. This will necessitate the conduct of a limited number of training centers at colleges of agriculture, agricultural schools, or other suitable places where practical three-week courses will be given for enrollees. Attention will also be given to recruiting nonfarm women to work in farm homes to release farm women to do more field and farm work.

Financial requirements.—

STATE

Number	Title or item	Average rate	Total
24	Assistant State supervisors, Women's Land Army.....	\$3,000	\$72,000
24	Assistant State supervisors, Women's Land Army (part-time) (6 months, at \$250).....	1,500	36,000
18	Clerk-stenographers.....	1,200	21,600
24	Travel assistant State supervisors.....	900	21,600
24	Travel assistant State supervisors (part-time) (6 months, at \$75).....	450	10,800
48	Communications.....	100	4,800
48	Supplies and materials.....	200	9,600
48	Printing and mimeographing.....	400	19,200
48	Equipment.....	100	4,800

COUNTY

150	County or district assistants, Women's Land Army (6 months, at \$160) ..	\$960	\$144,000
150	Travel county assistants, Women's Land Army (6 months, at \$60)	360	54,000
150	Communications.....	50	7,500
150	Supplies and materials.....	25	3,750

TRAINING CENTERS (25 FOR TRAINING WOMEN)

50	Personnel for supervision (3 months, at \$200).....	\$600	\$30,000
25	Equipment.....	100	2,500
12	Rent and repair at center.....	200	2,400
4,000	Transportation of workers to training center and point of employment ..	9	36,000
4,000	Subsistence of workers while in training.....	36	144,000
Total.....			624,550

Summarized, these estimates are as follows:

County or area farm-labor assistants.....	\$144,000
State office personnel and field supervisors.....	129,600
Personnel for training centers.....	30,000
Travel, State and county personnel.....	86,400
Transportation and subsistence of workers trained at training centers.....	180,000
Other expenses, including communications, supplies, printing, rents, etc.....	54,550
Total.....	624,550

The CHAIRMAN. How much personnel is to be employed under this item as compared with the personnel employed under the 1943 program?

Mr. WILSON. It would be slightly larger on the county and district level than the 1943—

The CHAIRMAN (interposing). It is heavier on the county level than on the State level?

Mr. WILSON. That is right.

WOMEN'S LAND ARMY TRAINING PROJECTS

The CHAIRMAN. There is a training project, \$214,900, consisting of 50 personnel for an average of 3 months at \$200 each per month for 25 centers; \$336,000 for transporting 4,000 women to and from centers, and \$114,000 for subsistence of 4,000 women while training at centers.

Mr. WILSON. That is at places like Farmingdale, L. I., Illinois Agricultural College, Ohio State University, Michigan State Agricultural College, the University of Minnesota, and similar places.

The CHAIRMAN. You may give us a complete list.

(Information requested is included in table 13 on p. 78.)

The CHAIRMAN. I note a variance in the subsistence rate under those two programs. Under the subitem, the first subitem, the subsistence rate was \$25 per trainee for an average of 2 weeks, and under the nonfarm youth training item it was \$20 for an average of 2 weeks, and under this item it is \$36, but no length of training is specified.

Mr. WILSON. Three to four weeks, depending upon the woman and how much previous experience she has had.

The CHAIRMAN. And only 4,000 women out of 400,000 are to be trained, or 1 percent.

Mr. WILSON. That is right. The ones who will go out for the full season or year-round work.

The CHAIRMAN. How many of these training centers have been established?

Mr. WILSON. About 10 this year.

The CHAIRMAN. You have had successful experience with all 10 of them?

Mr. WILSON. Yes. The enrollment is not large, but it is successful.

The CHAIRMAN. About how many has each accommodated during the season?

Mr. WILSON. Most of these have been experimental this year. They do not like to handle over 25 or 30 at a time.

Mr. TABER. Why do you need 40? You are not increasing the number of proposed employees?

Mr. WILSON. Largely because of the need in the different sections of the country. Many of the States have been waiting and watching the experimental work of other States, and they are expecting to give more impetus to the use of women this next year. Some parts of the country have been quite skeptical about the use of women in agriculture, but that skepticism is decreasing, and they are beginning to ask for women to be placed as farm workers.

Mr. LUDLOW. Where are these women workers from?

Mr. WILSON. Mostly from villages and cities.

Mr. LUDLOW. Is that—

Mr. WILSON. Quite a bit of the training program is devoted to preparing them for what to expect when they go to live and work on the farm.

Mr. LUDLOW. Do you not think that it is difficult to teach a woman from the city, the hardships of farming life?

Mr. WILSON. If it were not for the patriotic appeal, there would not be many going out.

The CHAIRMAN. You train only those that expect to remain permanently?

Mr. WILSON. Yes, for the entire season or as year-round workers.

TRANSPORTATION AND HOUSING OF INTRASTATE WORKERS

The CHAIRMAN. Under subproject (a), of project 1, there is an item of \$1,932,250 for transportation and housing of intrastate workers, based on transporting 35,000 seasonal workers and 9,000 year-round workers and operating 250 farm-labor centers for 30,000 workers for a period of 2 months. This item commences on page 24 of the justifications and the break-down on page 26 should also go in the hearing at this point. We will put that in the record at this point, and give us a general statement of this rather complicated item.

PROJECT 1 (D)—TRANSPORTATION AND HOUSING OF INTRASTATE FARM WORKERS

Objective.—To insure maximum productive use of labor available within the State by providing free transportation under circumstances where neither workers nor employers could logically be expected to bear transportation costs; to provide adequate housing and subsistence where otherwise needed labor could not be supplied farmers and to provide for the necessary limited medical care of workers recruited, transported, housed or placed by the State extension services.

The problem and its significance.—In nearly every State there are areas where labor now on farms is ineffectively employed for parts of the year, while at the same time there are areas within the same State where a definite labor shortage exists. Therefore, if maximum productive use is to be made of all farm labor, movement from areas of ineffective use to areas of need must be facilitated. The movement of such labor is frequently restricted by the cost of transportation. If intrastate transportation can be provided, the movement will be greatly accelerated.

In the dairy and livestock producing areas there is a serious shortage of year-round hired hands. The furnishing of transportation for workers and their families will provide an additional incentive for workers to move from areas of ineffective employment to areas where there is opportunity for continuous productive employment. Provision of suitable housing and eating facilities is necessary in some areas where it is not practicable for intrastate workers to be housed and fed in farm homes. This is particularly true in isolated areas where in recent years there have been large increases in vegetable and canning crops to meet war food goals, and in areas where the expansion of war industries has involved housing previously available for migratory agricultural workers. Where workers are transported or housed in camps or other centers, it is imperative that reasonable precautions be taken to prevent spread of communicable disease and that sanitary and other preventative steps be taken to maintain the health of workers.

Accomplishments to date.—The State extension services have avoided wherever possible the payment of transportation for workers, believing that such costs should be borne under most circumstances by the employer or the worker. During the 5 months ending September 30 the State extension services have paid all or part of the cost of transporting 21,942 agricultural workers.

Farm-labor funds have been used in lease, repair, and operation of 283 farm-labor camps or supply centers in which 54,088 workers have been housed. The cost has varied from a few hundred dollars to a few thousand dollars, depending upon the size of the camp and the degree of responsibility assumed by the Extension Service. In many instances, agencies, such as the Boy Scouts, have operated

the labor camps with a minimum of financial assistance from the Extension Service.

Plan of work.—Through farm-labor surveys, areas of ineffective use and greater production possibilities within the various States will be determined. Where labor needs within a county cannot be met through mobilization of local sources of labor, the State extension service will provide labor from available sources of supply, paying transportation costs where that becomes essential to obtain maximum production. Wherever the experience of the past season justifies, the Extension Service will arrange for the operation of farm-labor camps and supply centers in 1944 for intrastate workers. Study will be made of other areas where the providing of additional housing facilities will aid in solving farm-labor shortages. Consideration will be given to integrating the housing program for intrastate workers with the housing being provided by the Office of Labor for interstate and foreign workers.

Financial requirements

Number	Title or item	Average rate	Total
State:			
24	Assistant State supervisors	\$3,000	\$72,000
12	Clerk-stenographers	1,200	14,400
24	Travel assistant State supervisors	900	21,600
48	Communications	400	19,200
48	Supplies and materials	100	4,800
Housing workers, 250 camps:			
250	Camp managers (2½ months at \$250)	625	156,250
500	Other personnel (supervisors, nurses, guards, etc.) (2 months at \$150)	300	150,000
250	Lease, repair and alteration at camps	700	175,000
250	Camp equipment	100	25,000
	Cost of food to be paid by 30,000 workers living in camps.		
Transportation of workers:			
100	Special assistants for transportation (4 months at \$250)	1,000	100,000
100	Travel of special assistants (4 months at \$150)	600	60,000
35,000	Transportation and subsistence en route of intrastate seasonal workers (average round trip 300 miles)	9	315,000
9,000	Transportation of year-round workers, their families, and household goods and subsistence en route (average trip 200 miles)	75	675,000
Medical and burial service:	Contractual cost for medical and burial services	3,000	144,000
48			
	Total		1,932,250

Summarized, these estimates are as follows:

State office personnel and field supervisors	\$86,400
Personnel at camps and to supervise transportation	406,250
Travel, State personnel and transportation escorts	81,600
Transportation of workers and subsistence en route	990,000
Lease, repair, and alteration of camps	175,000
Medical and burial services	144,000
Other expense, including communications, supplies, and equipment	49,000
Total	1,932,250

Mr. WILSON. During the current year, 1943, the State extension services have either given some financial support to, or have operated, a total of 383 farm labor camps, in which housing has been furnished 54,088 workers. It is estimated that in 1944 they will assist in obtaining or operate 250 such camps, eliminating some of the smaller camps, or those where the Extension Service made only a small financial contribution to their operation in 1943. Some of the 1943 camps which have been put in shape may not need further financial assistance from the Extension Service.

The CHAIRMAN. Under this item you make provision for 60 State personnel, communications, travel, and office expense totaling \$132,000.

You provide for 750 personnel in camps—managers, guards, nurses, and supervisors for 250 camps, at an average of three per camp, at \$306,250.

You allow for lease, alteration, repair, 250 camps at \$700 each, or \$175,000; and camp equipment, 250 camps, at \$100, or \$250,000. How many of these camps are camps heretofore used by Farm Security, C. C. C., N. Y. A., or by farm labor programs, and how many would be leased camps?

Mr. WILSON. They are existing facilities that have been put into usable condition. A few of them are C. C. C. camps which were made available. Some of them are old hotels or tourist camps, fairgrounds, and facilities of that kind that are not otherwise in use.

The CHAIRMAN. How many have you leased? Do you lease all of them?

Mr. WILSON. I think all except the C. C. C. camps are leased.

The CHAIRMAN. How about the old Farm Security camps?

Mr. WILSON. They are all used in connection with the interstate and foreign labor.

The CHAIRMAN. How many C. C. C. camps are turned over?

Mr. WILSON. Just a few of them were available and in a suitable location.

The CHAIRMAN. And most of these camps you are going to lease?

Mr. WILSON. Yes; practically all.

The CHAIRMAN. What about the cost? Is that going to be heavy? You use them only 2 months in a year. I do not suppose that it would cost very much.

Mr. WILSON. Some are operated for longer periods and some for shorter periods. It will be necessary to do some repairing in the way of putting in toilet facilities, perhaps electric lights and running water and such things to make them livable.

The CHAIRMAN. Do you charge the workers for occupancy and for the use of facilities?

Mr. WILSON. We attempt to make them carry themselves from the standpoint of operating expenses, but we do have to put them in shape. We cannot absorb in 1 year the cost of putting them in shape.

The CHAIRMAN. You try to break even on them, do you not?

Mr. WILSON. As near as we can.

The CHAIRMAN. To what extent do you break even on them?

Mr. WILSON. Very nearly. There is sometimes a little loss on food where we have to operate the feeding facilities.

The CHAIRMAN. Then, this is in the nature of a revolving fund?

Mr. WILSON. Over a period of time. That is right.

TRANSPORTATION AND SUBSISTENCE OF INTRASTATE WORKERS

The CHAIRMAN. I see that the amount for transportation of workers totals \$1,150,000, composed of 100 special assistants for transportation for 4 months at \$250 per month and travel at \$160,000.

Transportation and subsistence of 35,000 intrastate seasonal workers at an average per round trip of 300 miles at \$5 each and \$315,000.

Mr. WILSON. That is an increase.

The CHAIRMAN. Tell us about that.

Mr. WILSON. During the current year the States report that up to October 1 they have assisted in the transportation of 21,942 workers. Normally they do not pay any transportation unless the distance is more than 50 miles.

The CHAIRMAN. Well, what subsistence rate do you allow, and how much of it is for transportation where the distance is long enough to warrant it?

Mr. WILSON. The averages are difficult to figure. We estimate an average round trip of 300 miles, and at 2 cents, roughly, that will be \$6, and we allow \$3 for meals both ways.

The CHAIRMAN. That is based on what previous experience? You mean you had 21,942 workers this year up to September 30?

Mr. WILSON. That is correct.

The CHAIRMAN. Was that based on your experience with them, or is that based on some other computation?

Mr. WILSON. The experience with them, and our judgment as to the increase in workers to be transported.

TRANSPORTATION OF YEAR-ROUND WORKERS, THEIR FAMILIES, AND HOUSEHOLD GOODS

The CHAIRMAN. I see here that you have transportation of 9,000 year-round workers and their families and household goods and subsistence en route, average trip 200 miles, at an average rate of \$75 per family, or \$675,000. What is the average cost?

Mr. WILSON. There would be a good deal of individual judgment there. None of that has been done this year as a part of the program carried on by the State extension services.

Mr. TABER. That is a new wrinkle.

Mr. WILSON. That will be a new activity for the State extension services.

The CHAIRMAN. None of that is in 1943?

Mr. WILSON. That is right.

The CHAIRMAN. It is an innovation in the 1944 program?

Mr. WILSON. We will want to get the work started this winter.

The CHAIRMAN. You do expect it in 1944?

Mr. WILSON. We may do some before 1944.

The CHAIRMAN. What conditions have warranted you in adding this?

Mr. WILSON. The Extension Service is trying to meet these critical labor needs of the year-round dairy, poultry and general livestock farmers.

The CHAIRMAN. How many families need transportation of household goods?

Mr. WILSON. It will not be possible to get them to move out of some of these areas, the distances that they would have to travel, without some financial help.

The CHAIRMAN. You mentioned dairying. Is there any other type of farming?

Mr. WILSON. General livestock farming in Iowa, Indiana, Wisconsin, Minnesota, Ohio, and the general livestock belt.

The CHAIRMAN. And they are permanent?

Mr. WILSON. Yes.

EMERGENCY MEDICAL SERVICES

The CHAIRMAN. Then there is medical and burial service based on an average cost of \$3,000 per State, or a total of \$144,000. Under what circumstances did you assume responsibility for expenses of that kind?

Mr. WILSON. Largely in connection with youth and women and workers housed in camps.

The CHAIRMAN. It applies only to those that are in the centers?

Mr. WILSON. The State extension services have taken the attitude that those recruited and transported within the State should take care of their own medical service since they are moving short distances. They have done so in the past, and should be able to do it out of their own current wages.

Mr. LUDLOW. Would they be eligible for employee compensation benefits?

Mr. WILSON. That would depend upon the State law.

HOW FOOD IS HANDLED AT CAMPS

The CHAIRMAN. Under camp maintenance, there is a note that the cost of food is paid by the 30,000 workers living in the camps. How are the commissaries handled? What is the cost per worker, and does it include all cost of personnel handling food?

Mr. WILSON. For example, one of the camps I visited this last summer, was a tourist camp where a small restaurant was operated in connection with the camp. Arrangements were made for the youth to be housed and fed for a stipulated price paid by the workers.

The CHAIRMAN. What is the cost per person?

Mr. WILSON. It varies but is usually about \$1 a day.

The CHAIRMAN. Has the service been satisfactory?

Mr. WILSON. Yes.

The CHAIRMAN. Do you do that by contract?

Mr. WILSON. Largely by contract.

NEW LANGUAGE—CONSTRUCTION OF LABOR-SUPPLY CENTERS

The CHAIRMAN. I see on page 3 of the bill that there is a new provision for construction of labor-supply centers and other necessary facilities not to exceed \$50,000 for any center. I find no new funds in the estimates for new centers.

Mr. WILSON. That is precautionary permissive language.

The CHAIRMAN. Precautionary?

Mr. WILSON. Yes. There have been a few situations this year where, due to the wording of Public Law No. 45, it has not been entirely clear that authority existed to do construction to the extent of even building wooden tent floors, to use with tents that might be obtained from the Army. There have also been a few situations where it has been practically impossible to obtain any existing facilities, so it seems desirable to have that permissive language.

The CHAIRMAN. How much would that aggregate?

Mr. WILSON. It depends entirely upon the availability of housing in the areas of need and whether the workers supplied are from within the State or are out-of-State workers. This authority would be used only where the majority of workers to be housed are intrastate workers.

The CHAIRMAN. We will include in the testimony item 4 from page 4 of the justifications:

EXPLANATION OF CHANGE IN LANGUAGE

(4) *Authorization for States to use funds apportioned to them for purchase or construction of labor supply centers and other necessary facilities and services with maximum limitation of \$50,000 for any one center.*—The current act under funds apportioned to the States authorizes the "lease, repair, alteration, and operation of labor supply centers and necessary facilities * * *" (but not construction). However, it is sometimes not possible to lease adequate centers or facilities within a reasonable distance of the area within which the need exists. This necessitates much additional waste of manpower due to long hauls in addition to use of and expense for gasoline, tires, and other travel requirements. In many cases authorization to construct a building for use as a mess hall, for example, or authority to drill a well to provide water would make it possible to utilize facilities much closer to the area of need which would otherwise have been adequate. Although it might be considered that authorization for the erection of such temporary facilities as might be required to make leased facilities "operative" as used in the above-quoted authority, this is not definitely clear.

During the current year every effort has been made to acquire the shelter and other facilities necessary as close to the labor need as possible. Public, private, and semiprivate organizations, as well as individuals have cooperated in a wholehearted spirit of making available such facilities as they had, but because of the unknown tenure of this program it is difficult to get cooperating agencies or individuals to purchase facilities or perform necessary construction work with no anticipated return for its use beyond a limited period of time. Although the benefits of the investment may be of short duration in some cases, the existence of adequate facilities may mean the saving or loss of crops.

Such construction as is proposed by the State extension services would require the prior approval of the War Food Administration in order to coordinate the work of the States with that of the War Food Administration and in no case would a center be purchased or constructed at a cost in excess of \$50,000.

Actually, at this time, it is contemplated that purchase and construction will be limited to the incidental type of item illustrated above.

APPORTIONMENT OF FUNDS TO STATES

The CHAIRMAN. Then, on page 4 of the bill there is new language proposed in subsection (b) of section 2, outlining a formula or basis of apportionment of funds to the State extension service. What basis was used for the present apportionment?

Mr. WILSON. This formula was used this year as a scientific approach to the problem of distributing farm labor funds according to need.

The CHAIRMAN. What is the necessity to bring this provision into the law?

Mr. WILSON. I do not think there is any special necessity. Several other factors must be considered also.

Mr. HERRELL. I believe it was thought that some formula should be contained in the law itself which would indicate the intent of Congress as to the factors that at least should be considered as a guide in making this distribution of Federal funds to the States.

The CHAIRMAN. It would not be hard and fast, anyway?

Mr. HERRELL. No, sir; it is still within the discretion of the administrator to make the final determination. He would simply use this as a guide.

Mr. TABER. It is apt to get you into more trouble, having it in than out.

The CHAIRMAN. Did you suggest it, or did the Budget?

Mr. WILSON. The Bureau of the Budget asked for the formula we used as a guide, and we gave them a copy. This language is based on the formula we used this year as a preliminary guide.

The CHAIRMAN. You had some difficulty, as I understand it, over the apportionment.

Mr. WILSON. None whatsoever. It was one of the things with which we anticipated a great deal of difficulty, but have had none to date.

MAINE POTATO CROP

Mr. LUDLOW. I have just one question. Take, for instance, the spoilage of potatoes up in Maine: You furnished the men there, and you sent from Kentucky a group of men that cost \$40,800, according to your computation. Why should there not be some reimbursement? You made a lot of money for those producers up there. Why should there not be some reimbursement to the Government?

Mr. WILSON. The potato growers in Maine paid those Kentucky workers just the same as they paid any other workers.

Mr. LUDLOW. I understand, but you brought the Kentucky workers there, and it saved a lot of money, probably. Why should not there be some reimbursement?

Mr. WILSON. It involved an emergency. I do not think those growers would have expended money to bring the workers that distance. It was our desire to save food and not let it be lost. It seemed desirable to go to that expense to save the food.

Mr. LUDLOW. I am citing that as an example. There may be other examples that are more appropriate than that one, but where you have a situation where somebody makes a lot of money out of it, in the name of fairness, should not these producers reimburse the Government for transportation of these workers?

Mr. WILSON. I think we can look at that in two ways. It would be equally appropriate to say that we are saving food for our servicemen, our civilians, and our allies.

Mr. LUDLOW. I just put that out as a thought.

The CHAIRMAN. We will recess until tomorrow morning at 10 o'clock.

FRIDAY, NOVEMBER 19, 1943.

NECESSITY FOR ASSISTANT STATE SUPERVISORS

The CHAIRMAN. I believe Mr. Taber has some questions he wants to ask.

Mr. TABER. I have some questions of a general character that I would like to ask, but not very many.

You have a great lot of items in here—for instance, on page 17 of the justifications. Has the table been put in the record?

The CHAIRMAN. I think it was.

Mr. TABER. When that table goes in the record, I would like to have you put in what the set-up was for the current calendar year.

The CHAIRMAN. You could give us that, could you?

Mr. WILSON. In 1943, we did not operate the farm labor program as a separate project. State extension services were directed to treat

the entire program as one project. But the Bureau of the Budget has suggested that we should ask the States another year to treat these as separate projects, inasmuch as we were presenting and justifying the Budget on that basis and we intend to carry out that suggestion for our own information and guidance as well. The personnel of the entire 1943 program is shown in table 12 on page 76.

Mr. TABER. Now, when you get into that feature, you have a break-down like that one on page 17; then you have another one like the one on page 20, where you have an assistant supervisor for that particular project in each State.

Mr. WILSON. No, only in half of the States.

Mr. TABER. I beg pardon; one-half of them are on the basis of part time and the other on the basis of full time.

Mr. WILSON. That is right.

Mr. TABER. Then you go along a little further and you strike another set-up where you have another group of State supervisors on another project, with travel allowance for all of them; then you go along a little further and you strike another project.

Now, that means for each State not only the general set-up on page 17 of the justifications, which general set-up would seem to be a great plenty for overhead, but you have this separate set-up for each State on each of these others. And you have States, as appears on this financial exhibit that was submitted to us, where the total allotment to the State this year was \$20,000, \$30,000, \$33,000, \$55,000. Now, it is just perfectly ridiculous to submit us an estimate with all that overhead in these separate States, where the total things they have to do are not enough to justify one assistant supervisor.

Mr. WILSON. In many of the smaller States there is only one and that person may serve part time in some other extension job.

Mr. TABER. It is all part time from the standpoint of the season; it could be part time as far as all of them go, in the season.

Mr. WILSON. I think this statement listing the number of personnel, State by State, will show you the variation. The States vary in size of personnel depending on the job, and it is a little difficult in these over-all statements to show the variation between the States. This statement shows alphabetically, by States, the number of permanent personnel, including clerical, employed on farm labor funds during 1943, on a State and county basis. The third and fourth columns show the largest number of temporary personnel, including clerical, employed at any one time this season, and the last two columns show estimated total number of temporary personnel employed during 1943, on farm labor funds. And it will be noted there are a number of States where there are only one or two, and two persons continuously employed on farm labor funds on a State basis. Two States report no full-time State personnel.

(The information is shown in table 12 on p. 76.)

Mr. TABER. Why was not the estimate based on the actual situation this year, rather than a build-up?

Mr. WILSON. It is based on this year's situation, but it is rather difficult in these explanatory justification sheets to show all of these separate State variations, and we have simply averaged them in the general presentation.

The CHAIRMAN. Of course, they are by States?

Mr. WILSON. Yes.

The CHAIRMAN. And they are based on the amount of money allowed to the States?

Mr. WILSON. Yes; the size of the job and seasonal needs of labor.

Mr. TABER. I guess, probably, that is just a key spot where there is a little velvet; is that about it?

Mr. WILSON. No; I am sure it is not, because if you go over these State expenditures you will see they are exceedingly low for the job being performed.

DESIRABILITY OF FOREIGN WORKERS

Mr. TABER. What have you to say about the desirability of these imported workers? They are very small in comparison with the total number of people for whom employment has been provided by the Extension Service inside the States. Now, the operations inside the States, where you have recruited labor, have really produced a considerable volume of help for these farm pictures; but how about these imported laborers? Have they really met a situation that could not be met in any other possible way, or is not there some way we could avoid that feature of it?

Colonel BRUTON. I think they have met a real need, Congressman, that just could not be met in any other way than by universal service conscription of all manpower. And it would be a question of how that would work out. You know the War Manpower problem in meeting the needs for all categories has been very difficult and they have not been met, in their entirety, in any branch of the war endeavor.

The imported labor has been used to meet the peak needs where there just was not any other source.

I have some maps here showing the areas where transported labor has been used [exhibiting]. This one shows areas in which Mexicans, Bahamans, Jamaicans, domestics, and Japanese evacuees have been employed. Then here is a map that shows where troops and prisoners of war have been used. Of course, we always plan on using prisoners of war wherever and whenever we can. We make every effort to restrict the use of troops to the minimum.

(A table showing the distribution, by States, of employment of these various classes of transported workers appears in table 2 on p. 17.)

Mr. TABER. Out of this total estimate, there is an estimate here of \$10,300,000 for the recruitment, perhaps, of 5,000,000 placements of workers, involving 2,200,000 different workers, which runs about \$4.50 apiece. And on the other set-up there is about \$30,000,000 for the placement of, maybe 100,000, at a peak of foreign and interstate laborers, the foreign running perhaps two-thirds of it.

Colonel BRUTON. That is substantially correct.

Mr. TABER. That is at the rate of something like \$300 apiece. Now, it does seem as if we might find some way that we could dig up the other 100,000 on the \$4 basis and avoid this \$300 per head operation.

Colonel BURTON. The major portion, of course, Congressmen, of the manpower needs must be met within the State and are met within the State; but to take care of peak loads a mobile force is required that just cannot be raised within the respective States at the time of need. You will note our 1944 plans are to get our interstate workers to move from State to State in considerably larger numbers than during 1943, and also that the number of foreign workers to be utilized in 1944 is slightly lower than in 1943.

If it were not necessary to utilize foreign workers of course that would be desirable; but in view of our experience this year I consider it impossible to eliminate this movement between the States if the peak needs are to be met and the food is to be saved. For this coming year I think we will be very fortunate if we can get by with transporting as few foreign workers or as few workers from some other source in the United States, as we have provided for in our estimate here:

BREAK-DOWN BY PROJECTS

Mr. TABER. Now, you said the Budget told you to break this thing into these projects?

Mr. HERRELL. That was on the State side.

Mr. TABER. That was on the State side?

Mr. HERRELL. Yes, sir. We had already broken it down on the Federal side.

Mr. TABER. That idea had never occurred to you until they brought it along, had it?

Mr. HERRELL. Yes, sir; for we presented the budget to the Bureau of the Budget for 1944 on a project basis.

Mr. TABER. Like this?

Mr. HERRELL. Like this.

Mr. TABER. But after they requested you to do it?

Mr. HERRELL. No, sir; we presented it that way. The lack of break-down referred to applies to funds paid to the States. The fact is that the funds under this appropriation were not made available until April 29, 1943, for this current year's operation. It would have been exceedingly difficult to establish a financial project break-down of the funds paid to the States so that a prescribed procedure could have been maintained during the year, without causing a serious delay in getting the money to the States so they could get the program under way immediately. During 1943, the funds allocated to the States are being spent on a lump-sum basis, based on agreements with the War Food Administration. These agreements were predicated on a proposed plan of operation and on an estimate of funds needed by the States to carry out the program within the States. We anticipated that during the year we would be able to establish procedures so that the project system of operation could be established and maintained during 1944.

It was due to the force of emergency circumstances during the current year which kept us from establishing the project system during this current year. We realize that it is feasible and that it is necessary.

Mr. TABER. I do not believe that I have any more general questions.

PROJECT II. FUNDS AVAILABLE TO ADMINISTRATOR FOR INTERSTATE AND FOREIGN ACTIVITY

The CHAIRMAN. We will take up next project No. II and, if the committee will consult the digest which has been submitted, project No. II is analyzed in detail.

Colonel BRUTON. Mr. Chairman, I believe when we were discussing this project yesterday, you asked for a break-down. I have it here now, by States, and broken down between Jamaicans, Bahamans, and Mexicans.

(The matter above referred to has been inserted in table 10 on p. 56.)

The CHAIRMAN. This project No. II involves a much smaller number of workers, but it is a much more expensive part of the program.

Colonel BRUTON. That is correct; it is expensive.

The CHAIRMAN. You say you have overspent the amount allowed you for this project last year and underexpended the funds provided for project No. I?

Mr. HERRELL. We have not actually exceeded our current maximum on project No. II—

The CHAIRMAN. You have not created a deficit?

Mr. HERRELL. No, sir.

Mr. TABER. Right there: You were going to give us the number of man-days that these folks who were brought in worked, and have that available. Do you have that?

Mr. HERRELL. We shall not be able to complete that in time to get into the record, Mr. Taber; that is an actual report on man-days worked. That would of course have to come from employer pay rolls. But we have inserted in the record the best possible estimate on man-days of work to be derived from the interstate and foreign workers.

LETTERS FROM FARMER-EMPLOYERS CONCERNING NEED AND USE OF FOREIGN WORKERS

Colonel BRUTON. With permission of the committee, Mr. Chairman I should like to insert in the record a few typical letters we have received from farmer-employers concerning the need for and the use of this labor.

EAST MICHIGAN GROWERS ASSOCIATION,
Imlay City, Mich., September 22, 1943.

Hon. ARTHUR H. VANDENBERG,
United States Senate, Washington, D. C.

DEAR MR. VANDENBERG: As president of our Eastern Michigan Growers' Association, I wish to take this opportunity to express to you our appreciation for our labor camp in Imlay City this year. These 172 Jamaicans have been a lifesaver to us in this area. Last year we lost many acres of carrots, potatoes, onions, and celery due to lack of labor in cultivating, weeding, and harvesting these crops. Five thousand bushels of apples went to waste in one orchard alone.

It appears now that everything will be harvested in this area this year. Were it not for this labor camp assurance last spring, many growers would never have risked planting. Our association has produced huge quantities of food this year, most of which is marketed in Detroit, Mich.

In looking forward to next year in which we anticipate a still greater shortage of labor, our association would like to make the following recommendations:

1. That the United States Government organize and supervise another labor camp at Imlay City, Mich., supplying approximately 200 workers.

2. If the Jamaicans are available again next year, that the same individuals be returned, as it took approximately 3 weeks to train them in their jobs.

3. That we have the assurance of available labor by February 1, 1944, in order to make our plans for the 1944 crop season.

We hope you will keep our needs in mind and keep us fully informed.

Yours very truly,

M. VAN DEN BERG,
Marinus Vandenberg,
President of Eastern Michigan Growers' Association.

[NOTE.—This letter was forwarded to the War Food Administration by Senator Vandenberg for information and comment.]

TOWN OF FORT FAIRFIELD, MAINE,
Aroostook County, November 5, 1943.

Mr. M. E. HAYS,
*Regional Chief, Region 1,
Office of Labor, War Food Administration,
Upper Darby, Pa.*

DEAR MR. HAYS: I wish to extend to the War Food Administration my sincere appreciation for the assistance rendered in our potato harvesting. There is no doubt that this assistance saved our potato crop and saved the farmers from financial ruin.

The Jamaican labor camp, located at Fort Fairfield, was a complete success, especially in the amount of work accomplished by them and the manner in which the camp was managed. This is contributed to the untiring efforts of camp director, Frank Kohler, and the camp managers, Walter B. Becker and Clarence R. J. Weekes.

The Jamaicans were very well behaved as a group, and conducted themselves in a gentlemenlike manner. The police or the municipal officers did not have to warn or reprimand them in any way during their stay at the camp. The merchants and the public spoke of them as deserving only the highest of respect for the manner in which they conducted themselves in the stores and on the streets.

I hope next year we will have the privilege again of your assistance for our potato harvest.

Very truly yours,

R. W. PALMER, *Town Manager.*

KING FARMS CO.,
Morrisville, Pa., October 15, 1943.

Mr. M. E. HAYES,
*Regional Director, War Food Administration,
Upper Darby, Pa.*

DEAR MR. HAYES: It has occurred to us that you and your organization would be interested in our comments and thoughts concerning the Jamaican workers we have had this season. This is an opportune time for such an analysis for, although the season is not completed, we have had 5 months' experience with 1½ months still to go, so that the subject is still current.

The first group of 200 workers began work on May 17; the second group of 109 started on the 19th. From that time up to and including the 15th of October, they had work available 136 days. In this same 21 weeks period, there were 130 work days excluding 21 Sundays, thus the group here had completed full time and 6 days over, or 105 percent of full time work availability.

We have used these Jamaicans in practically all of the many types of jobs incidental to the production and harvesting of the 12 vegetable crops we grow. Among these, the most important are asparagus, spinach, beans, broccoli, cabbage, carrots, beets, and rhubarb. Some were used in the operation of machinery, but predominately they did the field hand labor work. We estimate that altogether they performed the field hand work necessary for the production and harvest of well over \$1,000,000 worth of produce. This work involved such jobs as raking, weeding, hoeing, irrigation with portable pipe, as well as the usual jobs of harvesting; such as bunching, pulling, picking beans, cutting spinach, etc.

We found the Jamaicans on the whole to be very satisfactory workers. They are a little slow to learn new operations, but given time and the proper instructions, we found that they would eventually learn and do good work. They seem to be more adaptable to and better on heavy muscular work than they were on jobs requiring dexterity and nimble fingers. They also had some trouble in the early part of the season in the back bending necessary on most vegetable jobs, but eventually got used to that. One fault that we have had to cope with in our American Negroes seemed to be almost nonexistent with them; that is, absence from work for other than justifiable reasons. The Jamaicans we found to be extremely steady and stayed away from work only when they were sick. This is an extremely important consideration in appraising them for having a block of labor you can count on to be in continuously is vital in a schedule such as ours. The whole group has impressed us with their willingness and anxiousness to learn, and to please by doing a good job. They accept direction well and have no trouble with their fellow workers.

This group did not entirely solve our labor problems for the season, but certainly saved us from great loss. We estimate that we lost about 150,000 bushels of spinach through lack of labor. This loss came early in the season before the Jamaicans arrival, and some after their arrival throughout the month of May. If we could have had this block of workers about 3 weeks earlier, we believe that this loss would have been almost completely avoided.

We have only two basic criticisms, and wish to make them in a constructive manner only. One has to do with a lack in the contract, the other with selection during recruitment. We feel very strongly that there should be some provision in the contract that would permit the employer to penalize the worker for minor offenses by giving him several days off from work. With a group workers, there are continuously small offenses by the worker which if disciplined immediately will cause no serious trouble, whereas if nothing can be done in small offenses, they will eventually lead to greater offenses for which the worker must be fired. Penalty for major offenses was provided for in the contract that the worker could be returned to Jamaica. This, however, is a very serious penalty, and we did not wish to invoke it except in serious cases. I understand from recent conversations that this will probably be changed for another season, but wanted to call it to your attention again.

Most of our problems in dealings with the group come from a small number of the men. In talking with various leaders of the group, we found that in most cases, these men were of a troublesome nature, and had that reputation in Jamaica. Of course, we fully realize the problems in recruitment and know that all troublesome men could not have been eliminated, but we do wish to suggest that there might be a possibility of a little more careful selection for eliminating that type. If that could be done, the group as a whole would be benefited as well as the employer.

For next year, we anticipate that our needs would be about the same; that is, a group of 300. Since there is some difficulty in breaking in and training these men to our ways of working, we would be very anxious to get back a large proportion of the same group we had this year. There are some that we would like to eliminate, and there are also probably some that would not want to return another year, but we feel that out of the 300 we had this year, there would be 200 or 225, that could come again next year. I think that this would be mutually beneficial, both to us and the workers, for they would be happier coming here, since they are used to the work and our methods, and we would be familiar with them.

Another very important point to consider for another season is the necessity for the workers to arrive here about April 25, to be ready to start to work not later than May 1. The loss of the spinach, which I mentioned earlier could have been almost completely avoided had these workers been in earlier. Then, too, we would not want all of the workers' contracts to terminate September 30. We need at least two-thirds of that number to remain until November 25. A large portion of our season's work falls in October and November when we are harvesting spinach and broccoli very heavily, and a large acreage of root crops to pit for winter shipment.

We would prefer, another year, to have the total group broken up into units of 50 with a leader, rather than groups of 20 with a leader. In our operation our gangs operate in units of about 50. We could then use the Jamaican group leader more as a subforeman, probably paying more than on the present basis. On the present basis where they are working in groups of 20, we must organize our gangs in units of either 40 or 60, rather than 50. If you feel that a unit of

50 is too large for one group leader to be in charge of, possibly it could be done by having a group leader and a subgroup leader, so that each would have charge of 25. Then, in the fields we would use the main group leader as an assistant or subforeman and the subgroup leader would be a regular worker rather than a straw boss.

If possible, we would like to participate in the selection of our group for next year, even to the extent of having a representative go to Jamaica. We feel very definitely that the key to success in the use of large groups of workers lies in the selection of a group made up of compatible men with somewhat similar tastes and habits. We have found that those coming from one parish of the island often do not get along well with those from another part; or those from the rural areas aren't friendly with those from the urban sections. We are particularly anxious to have a part in the selection in the group leaders, for they are the men who can control the whole project if they are capable. We found that our troubles came from within the groups where there were poor or weak group leaders, and that when we were able to build up the group-leader ability the entire group was satisfactory. In addition to the advantages accruing from a hand in the selection, we feel that the groups arriving here would be much better if they knew in Jamaica beforehand just what they were coming to, all conditions, rates, etc., and were satisfied with those conditions.

I have covered this matter at considerable length, but feel it is worth while at this time, for plans should be made shortly for another year. We will be interested in any information you can give us concerning prospects for next season.

Yours very truly,

KING FARMS Co.,
Signed FRED WATTS.

SACRED HEART CHURCH,
Emmett, Idaho, July 7, 1943.

Mr. C. J. STOLSEN,
Farm Labor Supply Center, Emmett, Idaho.

MY DEAR MR. STOLSEN: Now that the cherries are picked and the Mexicans have departed, I should like to address you a few words of commendation for the splendid way the camp was run. The cherry growers state they never had better or cleaner pickers. The people of Emmett are unanimous in their praise of the behavior of the Mexicans in and around town. If 200 Americans were sent upon a similar mission to Mexico I should like to contrast the repercussions.

You and your coworkers carried out the good-neighbor policy in action.

Wishing you and the Mexicans Godspeed and praying for like exemplification of the good-neighbor policy in other localities and various spheres of our political, economic and social life, I am,

Sincerely,

M. J. KEYES.

HENDERSON COUNTY,
Hendersonville, N. C., October 7, 1943.

Mr. J. B. MOORE,
*Assistant Chief, Labor Division, War Food Administration,
Raleigh, N. C.*

DEAR MR. MOORE: With reference to our migratory farm labor camp in Henderson County, we feel that this camp has meant a great deal to the farmers of Henderson County for the past 2 years and that without this labor it would have been impossible to take care of the crops grown here.

We would like very much to have this camp another year and the commissioners of Henderson County will be glad to cooperate and give any support they can to this work.

Thanking you for your interest in our county, I am

Yours very truly,

D. G. WILKIE,
Chairman, Board County Commissioners.

OCTOBER 8, 1943.

Senator JOSEPH BALL,
Washington, D. C.

DEAR SENATOR BALL: In the season of 1943 the War Food Administration, Office of Labor, handled the agricultural labor in the agricultural territories in Minnesota. They shipped in hundreds of laborers who helped harvest the crops throughout the season. This labor was composed of Jamaicans, Bahamans, and Mexican nationals.

We understand that there are no funds appropriated for this work for the 1944 season, however, we believe it will be necessary, in order for the crops in Minnesota to be harvested in 1944, that outside labor will have to be shipped to Minnesota again. A great deal of this labor will be wintered in Florida, where they will be cutting sugarcane but that crop will be harvested in time for this labor to return to the northern area and harvest crops here.

In that the War Food Administration did such good work in the 1943 season, we are asking your assistance and cooperation in getting appropriations for the same organization for the 1944 season. Anything that you can do to keep this organization functioning will be most sincerely appreciated by ourselves and our many growers in the surrounding territory. As you no doubt know, this labor was shipped into Minnesota in June and is still working in this territory. At the present time they are assisting with the potato harvest in northern Minnesota and with the completion of the potato harvest, they will help with the sugar beet harvest.

Thanking you for your cooperation, we are

Most sincerely yours,

FAIRMONT CANNING CO.

H.E.Blesi/eb

[NOTE.—This letter forwarded to War Food Administration for information and comment.]

AMOUNT OF APPROPRIATION REQUESTED

The CHAIRMAN. In this project No. 11, you are asking a total of \$29,229,394 for 1944, as against an estimated cost in 1943 of \$22,065,510, or a total for the 2 years of \$51,294,904, the \$51,294,904 for interstate and foreign labor comparing with \$16,000,000 for 2 years for the interstate labor.

On page 3 of the summary, in the right-hand column, the committee will note that the total cost of the interstate and foreign program (estimated) in 1943 was \$22,065,510, of which \$6,194,104—

Mr. HERRELL. Has come from the President's fund—

The CHAIRMAN. And Farm Security funds, leaving \$15,870,606 to be charged against the money in Public Law No. 45, which places a limit of \$13,050,000 on the cost of the program. So that you have an estimated overobligation—you say not an actual overobligation, but an estimated overobligation—at the end of the year, on that basis, of \$2,820,606.

ESTIMATED FUNDS REQUIRED FOR REMAINDER OF YEAR

What is the situation at this time with respect to this limitation?

Mr. HERRELL. At the time the estimate was submitted to the Bureau of the Budget, Mr. Chairman, it appeared that this deficiency on the interstate and foreign side of the program would be created if we continued to operate the program during this year on the plan to supply the need for workers, the availability of foreign and interstate workers that we anticipated transporting to meet this need, and the other variable factors that have to be considered. Although we do not now have detailed figures it now appears that even if we continue the program according to plan the deficiency will not be nearly as great as this estimate would contemplate.

The CHAIRMAN. You are not yet over the margin, then?

Mr. HERRELL. No, sir.

The CHAIRMAN. When do you expect to be over the margin, unless further funds are provided?

Mr. HERRELL. Based on present estimates, it will probably be the 15th of December before we would be up against the maximum limitation, but because of the many factors over which we do not have control it is exceedingly difficult to estimate that with any relative degree of accuracy.

The CHAIRMAN. Your estimated overobligation here is \$2,820,606; what is the real situation? Is it an overestimate, or is it an estimate which you expect to get over before the end of the year?

Mr. HERRELL. Based on very rough estimates, and we regret that conditions will not permit us to be more specific, we expect to be able to operate within the maximum limitation plus about \$600,000.

The CHAIRMAN. You report here a carry-over at the end of the year, of \$4,529,394. Now, if you have overestimated, as you say here, in excess of \$2,000,000 for 1943, you would have a total carry-over of approximately \$7,000,000, would you not?

Mr. HERRELL. That is approximately correct, sir. I would like to make clear, however, this fact: In arriving at our current estimates it is necessary to consider a number of factors in this program which are entirely new. For example, we have nothing whatsoever to guide us in estimating the amount of money that will be required to meet the employment provisions in these contracts with foreign and interstate workers, guaranteeing employment to such workers for 75 percent of their contract periods. That responsibility, of course, is passed on to the grower whenever possible. There are some periods where the workers are not covered by grower contracts such as times when the worker is going from one grower to another, or when a rainy season occurs when the contract is not in effect.

So it is practically impossible to estimate with any reasonable degree of accuracy how much is going to be required to meet these contract compliances.

Mr. TABER. You have not had to meet any yet, have you?

Mr. HERRELL. We have not actually paid out any money yet, but our finance office is now calculating compliance statistics which indicate a substantial sum will have to be paid to foreign workers who were employed in the sugar-beet area in Michigan. We expect, of course, to collect this money from the growers, but in some cases it may take court action.

There are many other factors that are equally indeterminate. Interruptions in recruitment of foreign and interstate workers needed in the deficit areas directly and immediately affect budget considerations. Procurement of supplies and materials required for maintenance and operation of the supply centers or inability to get such items naturally alter our financial plans. So, with all of these and other variables, it is difficult to estimate the exact needs for the few remaining weeks of the year. If there was a longer period over which many of these conditions would offset each other and balance out, we could be more sure of our estimate.

The CHAIRMAN. According to the figures you set up here, you had a carry-over in the first project of \$7,350,000; then you have a deficit

shown in the second project of \$2,820,606. In other words, you will have a total carry-over for the year of \$4,529,394.

Now, subtracting the \$600,000 from your original estimated deficit of \$2,820,606, you would need that much less than the \$39,529,394 of this entire estimate, which would leave you, instead of that, about \$32,779,394, instead of the \$35,000,000 required in your supplemental estimate.

Mr. HERRELL. This is true—the estimate of \$35,000,000 would be reduced by approximately this carry-over of \$2,200,000.

The CHAIRMAN. And you say it will take about \$600,000 more?

Mr. HERRELL. That is our very rough approximation.

The CHAIRMAN. Then you have a carry-over of approximately \$6,750,000.

Mr. HERRELL. That is substantially correct.

The CHAIRMAN. And you will need, instead of \$35,000,000, about \$32,779,394?

Mr. HERRELL. Yes; that is correct.

TRANSPORTATION AND SUBSISTENCE EN ROUTE OF FOREIGN AND INTERSTATE WORKERS

The CHAIRMAN. Your first subitem here shows \$12,474,400 for transportation and subsistence en route of 126,900 workers consisting of 10,000 year-around workers, 50,000 seasonal workers, and 66,900 foreign workers, and that group of foreign workers consists of 25,000 now in the United States and 41,000 to be imported.

On page 30 of your justifications, you have a break-down of the cost of this item, and we will put that in the record at this point.

Mr. HERRELL. Yes, sir.

Estimated costs of transportation of interstate and foreign workers and subsistence en route, Jan. 1 to Dec. 31, 1944

Country or status	Number of workers	Estimated mileage within United States, including secondary moves	Transportation at 2.2 cents per mile within United States	Subsistence en route based on 3 meals per 500 miles at \$1 per meal	Transportation and subsistence en route of foreign workers to and from United States ²	Estimated total costs
Year-round workers.....	10,000	900	¹ \$792,000	¹ \$240,000	-----	¹ 1,032,000
Seasonal domestic workers ⁴	30,000	1,200	792,000	225,000	-----	1,017,000
	20,000	2,000	880,000	240,000	-----	1,120,000
Total.....	50,000	-----	1,672,000	465,000	-----	2,137,000
Bahamians ⁴	3,000	2,000	132,000	36,000	(³)	168,000
	2,000	1,500	66,000	18,000	\$100,000	184,000
Total.....	5,000	-----	198,000	54,000	-----	352,000
Jamaicans.....	2,000	2,400	105,600	30,000	(³)	135,600
Mexicans ⁴	20,000	2,400	1,056,000	300,000	(³)	1,356,000
	32,000	1,600	1,126,400	288,000	4,992,000	6,406,400
Total.....	52,000	-----	2,182,400	588,000	-----	7,762,400
Other West Indians.....	7,900	1,200	208,560	56,880	780,000	1,042,080
Total.....	126,900	-----	5,158,560	1,483,880	5,882,000	12,474,440

¹ Includes estimated costs of transporting an average family of 4 persons per year-round worker.

² Estimates based on round-trip tickets as follows: Bahamians, \$50; Jamaicans, \$140; other West Indians, \$100; and Mexicans, \$156.

³ Transportation costs for return of these workers obligated prior to Sept. 1, 1943.

⁴ Separated into 2 groups because of different mileage.

The CHAIRMAN. Now, will you give us a statement of the situation, first, with reference to these year-round workers, seasonal workers and foreign workers; and, second, with reference to your transportation costs?

Colonel BRUTON. Those figures on this table are the same we were discussing earlier on the digest of the estimates. The detailed cost estimates are based on this year's experience of transporting workers. Each group is set up to show the average number of miles for which it is estimated transportation will be necessary. The cost is estimated at 2.2 cents per mile which is the cost of coach travel. It has been our experience that approximately three meals have to be furnished for each 500 miles of travel. That is carried across the page for the 10,000 year-round workers, and for the 50,000 seasonal domestics, broken down into two categories: (1) 30,000 at 1,200 miles, and (2) 20,000 at 2,000 miles. The estimated mileage includes all secondary moves and covers the round trip.

The CHAIRMAN. How did you arrive at those costs; on what basis did you compute them?

Colonel BRUTON. The cost figures are based on this year's experience including records covering travel and subsistence for moving various types of workers.

You will notice that the Bahamians are separated into two categories; the first group includes an estimated 3,000 that will stay in this country through the winter, a number of them will move farther during their total stay in the country than others; the second group includes 2,000 that we expect to need to bring in. That would make a total about 5,000 which is about what it was this year.

We expect to retain about 2,000 of the Jamaicans who are now here. They will be used in various parts of the country as needed.

We expect that about 20,000 of the Mexican nationals that we now have will remain in the United States during 1944 and that 32,000 more will be needed, making the total 52,000 required next year.

We have indicated that we plan to bring in 7,900 other West Indians. That ties in with the question you raised yesterday, Mr. Chairman, as to whether or not Puerto Rico was being considered. That is just left there as "West Indians"; because, as I said Puerto Rico will be considered if the War Manpower Commission works out the problems for recruiting there. There is also a possibility that some workers might be recruited in Cuba. In addition, we have been approached by representatives of the British Empire on the question of bringing some workers from Barbados. But it is much farther away and the expense would be more, so Cuba and Puerto Rico, being closer islands, would be preferable, from our standpoint.

The CHAIRMAN. On your foreign and interstate workers, Colonel Bruton, will you give us the areas to which these workers are to be brought and the character of crops which are to be served?

Colonel BRUTON. Yes, sir.

The CHAIRMAN. They are largely flash crops, are they not?

Colonel BRUTON. They are largely of the stoop-labor type; the list I just passed around shows the numbers of workers used in the various States during 1943. The longer report from which I extracted these figures also shows the counties, as well as the crops on which these workers were used in the various States.

The CHAIRMAN. I see that by far the larger number that have gone to California are Mexicans. I take it for granted they are used on the citrus crops?

Colonel BRUTON. They are used on the citrus crops, tomatoes, cotton, grapes, other fruit, vegetables crops and sugar beets. They are really used in all crops areas—primarily in those crops that the Japanese were used in.

The CHAIRMAN. That large number is directly connected with the removal of Japanese workers?

Colonel BRUTON. Very much so; combined, of course, with the development—

The CHAIRMAN. How satisfactorily are they filling that need?

Colonel BRUTON. They have proven very satisfactory. We have had most appreciative reports from growers and growers' associations in California. There was some complaint about the first recruits brought in during 1942. The recruiting was centered about Mexico City at that time and most of the first recruits did not have agricultural experience. Most of these workers did not stay very long. Later we recruited only persons with agricultural experience. As a whole, we got excellent workers.

The CHAIRMAN. Before this was adopted, they came principally from the border states of Mexico?

Colonel BRUTON. That is true of the workers who came over at their own expense.

The CHAIRMAN. Why is it necessary to shift down to Mexico City, where you get an entirely different class of labor?

Colonel BRUTON. Because the Mexican Government will not permit workers in their northern states to cross the border. Our border States have been attempting to get workers both by conversations with the Presidents of those states as well as with the Mexican Government, but the Mexican Government just won't let them drain off those Mexicans from the area near the border.

I might say these Mexicans that were brought in, after the first short period when the type of recruits was not satisfactory, have been better even than the border Mexicans were and the farmers who use them said "We did not realize the Mexicans were really such excellent agricultural workers."

REPATRIATION OF FOREIGN WORKERS

The CHAIRMAN. And you have had no difficulty in connection with repatriation?

Colonel BRUTON. Yes; I would say we have had some serious difficulties with repatriation; principally because they do not have their families along and they get homesick when they have been away from home for about 3 months. When they feel they cannot stand it any longer, they request affidavits from home stating that "The wife is going to die," or something else of that kind.

But we have been working out plans and have made arrangements whereby we can give the foreign workers—and that includes practically all of them—continuous work.

The CHAIRMAN. You have no difficulty with those who desire to stay here and refuse to go back home?

Colonel BRUTON. They cannot refuse to go back. Those who refuse to work in accordance with their contracts are sent back, and those who disappear are reported to the Immigration Service and they pick them up and return them to Mexico.

The CHAIRMAN. A larger number of Bahamaans are employed in Florida, perhaps than all the rest of the United States combined. On what crops are they used?

Colonel BRUTON. They have been used primarily on vegetable crops.

The CHAIRMAN. Have they been satisfactory in that work?

Colonel BRUTON. They have been very satisfactory.

The CHAIRMAN. You have no difficulty repatriating them?

Colonel BRUTON. No.

TYPES OF WORK AND AREAS OF EMPLOYMENT OF SEASONAL FOREIGN WORKERS

The CHAIRMAN. The Jamaicans in large numbers seem to have been sent to Michigan. On what crops are they employed?

Colonel BRUTON. They are used largely on sugar-beet crops, and that was the area that Mr. Herrell referred to as one of the areas where there was a considerable sum due on the 75-percent employment provision. The Jamaicans arrived for the early cultivation and planting of sugar beets but about this time a flood inundated the area and resulted in considerable unemployment.

The CHAIRMAN. The next largest number seems to be Mexicans that are found in the State of Montana. How are they employed?

Colonel BRUTON. Primarily on sugar beets. They have been employed principally by the Intermountain Sugar Beet Corporation, which covers several States producing sugar beets.

Mr. TABER. Is that what they were employed on in Idaho?

Colonel BRUTON. They were employed primarily to harvest potatoes but did help with the sugar-beet harvest following the potatoes.

The CHAIRMAN. We will include this table in the record and I suggest that you supplement it with a statement as to the types of crops on which they are employed.

(Table 10 referred to has been inserted on p. 56. The statement is as follows:)

STATEMENT ON TYPES OF WORK AND AREAS OF EMPLOYMENT OF INTERSTATE AND FOREIGN WORKERS, TRANSPORTED DURING THE PERIOD JANUARY 1, 1943-OCTOBER 30, 1943

A brief statement by State of employment of the types of work performed by interstate and foreign workers follows:

INTERSTATE SEASONAL WORKERS

During the period January 1, 1943-October 30, 1943, 12,185 seasonal workers (including Japanese evacuees, Indians, and school children) were recruited in States where they were temporarily available and transported to areas of critical labor need.¹ Subsequent to the enactment of Public Law 45, seasonal workers were recruited by county agents on the basis that they would be returned to their home counties so as to be available there when needed. By and large, interstate workers were transported to critical labor-shortage areas requiring large numbers of workers

¹ During the fall months of 1942, 5,513 seasonal workers were furnished transportation by the Farm Security Administration under the program financed from the President's emergency funds.

for relatively short periods of time for harvesting grain, potatoes, apples, tomatoes, and other essential war crops.

Arizona.—Approximately 1,500 workers are now being recruited for Arizona in Oklahoma, Arkansas, and Missouri to help with the cotton picking. Wages are to be \$2 per hundredweight for short staple cotton and \$4 per hundredweight for long staple cotton. As of October 30, 264 workers had been transported to the Arizona cotton area.

Colorado.—During May 1943, 65 Navaho Indians were transported to Colorado to serve as lambers and herders. In addition, 402 Japanese evacuees have been brought in from Arizona relocation centers. These evacuees have worked in truck and fruit crops, general farm work, grain harvest, and sugar-beet harvest. Hourly rates of pay ranged from 40 to 60 cents.

Connecticut.—In April and May 1943, 180 Kentucky workers were moved into Connecticut to work on tobacco and truck crops. They were paid at the rate of 55 cents per hour.

Florida.—During January and February, 1,555 workers were recruited by the Farm Security Administration in Tennessee, Mississippi, Georgia, Louisiana, and Alabama and transported to Florida to harvest sugarcane and citrus and to help produce and harvest vegetables. Wage rates were about \$3 per day.

Idaho.—During October 1943, 536 workers from Tennessee and 162 from Arkansas were transported to Idaho to help with the potato harvest in Bingham, Bonneville, and Jefferson Counties. They were paid 10 to 12 cents per 100-pound sack. Earlier, 120 Japanese evacuees were transported to Idaho from relocation centers in Colorado and Arizona. They have been employed at various agricultural tasks.

Indiana.—In April 1943, 74 Missouri workers were transported to Indiana. They were placed in Starke County, where they helped with the production and harvesting of vegetables. They were paid 50 cents per hour.

Maine.—To assist with the harvest of the record-breaking potato crop, 2,261 out-of-State workers were transported to Aroostook County during September and October 1943. Of these, 611 came from Arkansas and Oklahoma; 1,041 from Kentucky; 29 from West Virginia; and 580 (Boy Scouts) from Massachusetts, Rhode Island, and Connecticut. Minimum piece rates paid were 13 cents per barrel for pickers plus board and room. Barrel handlers were paid a minimum of \$7 per day plus room and board.

Massachusetts.—In April 1943, 88 Missouri workers were transported to Barnstable County, Mass., to help produce truck crops. They were paid 40 cents per hour, plus housing. During September, 151 Kentuckians were transported to Plymouth County to help harvest cranberries.

Michigan.—During April and May 1943, 770 Texas workers and their families were transported to Michigan to assist in the production of sugar beets. These workers were mainly persons of Spanish-American extraction. Rates established by the Secretary of Agriculture under the Sugar Act were paid.

Montana.—During July and August, 254 Oklahomans were transported to Montana to help with the spring wheat harvest in Hill, Blaine, Daniels, Sheridan, and Roosevelt Counties. Wages were \$7 per day, plus room and board. In October, 133 Arkansans were moved to Montana to help harvest sugar beets.

North and South Dakota.—To help harvest the spring wheat crop, 2,988 out-of-State workers were supplied—2,349 from Arkansas and 639 from Mississippi. These workers were used in 26 North Dakota Counties—Bottineau, Burks, Benson, Cavalier, Dunn, Eddy, Foster, Griggs, Kidder, LaMoure, McHenry, McIntosh, Mountrail, Nelson, Pembina, Pierce, Ramsey, Ransom, Renville, Sargent, Steel, Stutsman, Towner, Trail, Walsh, and Wells. Two hundred of them worked for a short time in Day and Marshall Counties, South Dakota. Wages were 60 cents per hour, plus room and board.

Ohio.—During August, 212 Alabamans were transported to Ohio to help with general farm work. During September and October, 100 Kentuckians were transported to Ohio to pick apples and potatoes and to help with corn and vegetable harvest. Workers were paid 12 cents per bushel for apple picking, 10 cents per bushel for corn husking, and 35 cents per hour, plus room and board, for general farm work. The out-of-State workers were placed in the following counties: Williams, Preble, Butler, Clermont, Montgomery, Greene, Madison, Highland, Union, Knox, Wayne, Licking, Lorain, Fairfield, and Belmont.

Oregon.—In March and April, 121 Mississippi workers were moved to Oregon to work on hay, grains, sugar beets, hops, and vegetables. Wages were around 65 cents per hour.

Vermont.—On July 2, 130 Philadelphia school children were moved to Vermont where they were placed for the summer on general farms. They were placed in the following counties: Addison, Chittenden, Caledonia, Orange, Washington, Windham, Windsor, Bennington, and Rutland.

Washington.—During April, May, and June, 394 out-of-State white workers were brought in to work on vegetables and sugar beets. Wages were 65 cents per hour. Of these workers, 277 came from Missouri, 81 from Idaho, and 36 from Mississippi. Also during this period, 290 Japanese evacuees were moved into the State—56 from Colorado, 65 from Arkansas, and 169 from Wyoming. The out-of-State workers were placed in Chelan, Yakima, and Benton Counties.

Wisconsin.—During July, 350 Chicago school children were transported to Door County, Wis., to help pick cherries.

Wyoming.—During April and May, 177 Navajo Indians were brought into Wyoming to work as lambers and herders. Wages were \$100 to \$120 per month. During August, 408 Oklahomans were brought in to help put up hay. Wages were \$4 per day for general work and \$5 per day for stackers.

THE BAHAMIANS

Under the terms of an agreement between the respective Governments of the United States and the Bahama Islands, 4,698 Bahamians were brought into the United States to be used as agricultural workers. The first of these (1,965) arrived in Florida in April, where they were employed at various agricultural tasks. As the season developed, these workers, together with others who came in at later dates, were moved northward along the eastern seaboard. Permission has been given by the Bahamian Government for these workers to remain in Florida during the winter if they wish to do so. Many of them, of course, are electing to return home as their contracts expire.

Delaware.—An average of 180 Bahamian workers were employed in Kent and Sussex Counties from May through October. They were housed in farm labor supply centers operated by the Office of Labor. They harvested tomatoes at 9 to 10 cents a basket and beans at 2 cents a pound or 60 cents a basket; shocked corn at 20 cents a shock and cut fodder at 50 cents an hour. Later in the season they picked grapes and apples at rates ranging from 8 to 10 cents a basket.

Florida.—The number of Bahamians employed or available for employment in Florida has varied with seasonal agricultural needs, ranging from 2,655 as of May 31 to 340 as of October 2, 1943. They have been used in 12 counties—Alachua, Broward, Hendry, Dade, Hillsborough, Indian River, Orange, Martin, Palm Beach, St. Johns, St. Lucie, and Sarasota. Workers have been employed in the production and harvesting of citrus, vegetables, and field crops at rates from 30 to 35 cents an hour and in pasture development and haying at 30 cents an hour and board. This winter they are to be employed in the production and harvesting of vegetables at 35 to 40 cents per hour and prevailing piece rates.

Illinois.—A small number of Bahamians (50) were used in Iroquois County, Ill., during August to help with the sweet corn harvest at 60 cents an hour.

Indiana.—Three counties in Indiana—Grant, Henry, and St. Joseph—averaged 54 Bahamian workers from August to November to pick tomatoes, at 8 to 10 cents per hamper, and harvest potatoes at 50 cents an hour.

Maryland.—Maryland was one of the heavy users of Bahamian workers throughout the past season with 214 employed as of May 31, 1,785 as of July 31, 1,373 as of August 28, and 951 as of October 30. These workers were used in Caroline, Dorchester, Harford, Somerset, Washington, Wicomico, Worcester, and Queen Annes Counties. They helped produce and harvest truck crops, such as beans, tomatoes, and other essential crops, at piece rates, or 35 cents an hour; harvested sweetpotatoes at 10 cents per bushel, tomatoes at 8 to 10 cents a hamper; picked peaches at 40 cents an hour and apples at 8 cents per bushel.

Michigan.—Approximately 100 Bahamians were transported to Allegan County, Mich., in October, to help with the onion and apple harvest at rates from 40 to 50 cents per hour.

Minnesota.—In Steele County, Minn., 32 Bahamians were employed during the period August 18–September 25 to help with the sweet-corn harvest at 55 cents an hour, or \$1.75 a ton.

New York.—Bahamians were employed in Chenango, Livingston, Madison, Monroe, Niagara, Oneida, Steuben, and Tompkins Counties. There were 393 workers employed as of July 31, 903 as of August 28, and 100 as of October 30. They were employed in caring for and harvesting tomatoes, apples, fruit, and other vegetables, at 50 cents an hour.

North Carolina.—Bahamian workers were placed in six counties in North Carolina: Henderson, Northampton, Curry, Camden, Halifax, and Pasquotank. They were used to harvest beans at 35 cents a bushel, peanuts at 10 cents a stack, and potatoes at prevailing rates.

South Carolina.—A small number (20) Bahamian workers were sent into Beaufort County for a short time, June 15–30 to cultivate and harvest tomatoes at 30 cents an hour. They felt isolated, however, and at their own request were moved to other areas where more of their countrymen were located.

Tennessee.—About 400 Bahamian workers were used from July to October in Johnson County, Tenn., to harvest the bean crop at 40 cents per bushel.

Virginia.—Bahamian workers, ranging in number from 700 in July to 250 in October, were used in five counties in Virginia: Accomac, Frederick, Norfolk, Northampton, and Princess Anne. These workers picked snap beans at 35 cents per hamper, tomatoes at 5 to 8 cents a basket, sweetpotatoes at 10 cents a bushel, apples at 10 cents a bushel, and harvested corn at 30 cents an hour.

THE JAMAICANS

Between May 1, 1943, and June 5, 1943, 8,828 Jamaicans were transported to the United States by the War Food Administration. These workers were brought by ship to New Orleans and were housed temporarily at Camp La Pontchartrain. From there they were moved by rail and bus to labor shortage areas in 15 States. The Jamaicans, at the request of their government, were employed during the summer months only in northern States. With the approach of winter, the Jamaican Government agreed that the workers could remain in Florida to harvest sugarcane if they elected to do so. Up to November 1, 1943, 3,752 had been repatriated.

Connecticut.—The Jamaican workers were transported to Hartford, Tolland, and Middlesex Counties between May 15 and June 1; over 1,200 were employed up to about October 15. As of October 30, 238 were employed. They were employed in the tobacco fields during the greater part of the time, but also helped to harvest potatoes and apples. Wages ranged from 55 to 65 cents an hour.

Idaho.—Jamaican workers, averaging about 500 per month, were used in Idaho from May through October. They were housed in Federal labor supply centers in Canyon, Gooding, Jerome, Owyhee, and Twin Falls Counties. In these counties they were employed in thinning, blocking, and weeding lettuce at \$13 an acre, picking and sacking potatoes at 60 cents an hour, topping and sacking onions at 60 cents an hour or 10 to 14 cents a sack, threshing grain and haying at 60 cents an hour, and harvesting beets at \$1.34 to \$1.45 a ton.

Illinois.—Jamaicans were employed in Illinois from May through October. The number working varied from 175 in May to an average of 600 for July and August, dropping to 39 as of October 30. Boone, Carroll, Champaign, Cook, De Kalb, Du Page, Iroquois, Kane, Ogle, Stephenson, Will, and Winnebago were the counties in which these workers were employed. They cultivated mushrooms at 50 cents an hour, worked in peas, beans, and asparagus at 60 to 65 cents an hour, and harvested sweet corn at \$2.50 a ton.

Indiana.—Approximately 200 Jamaicans were employed in Indiana from May through October. They worked in Allen, Blackford, Elkhart, Gibson, Grant, Hamilton, La Porte, Madison, Marion, Marshall, Miami, Morgan, Noble, Randolph, Starke, Steuben, and Whitley Counties. These men were used in truck farm work at 40 cents an hour, harvesting onions and potatoes at 40 and 50 cents an hour, muck crop harvest at 50 cents an hour, and picking tomatoes at 8 to 10 cents per hamper, or 55 cents an hour.

Maine.—Two hundred and ninety-one Jamaican workers were transported to Aroostook County in October to help harvest the bumper potato crop of Maine. The rate of pay was 70 cents an hour.

Maryland.—In mid-July, 100 Jamaicans were transported to Harford County, Md., to help for a short time with the truck crops at 30 to 35 cents an hour.

Michigan.—Approximately 1,000 Jamaicans were employed in Michigan from May through October. They were employed in Allegan, Antrim, Benzie, Berrien, Cass, Cheboygan, Clinton, Grand Traverse, Gratiot, Huron, Ionia, Jackson, Kalkaska, Kent, Lapeer, Leelanau, Manistee, Menominee, Missaukee, Monroe, Newaygo, Oceana, Osceola, Ottawa, Ostego, Sanilax, Tuscola, and Van Buren. They were used in vegetables and truck gardening at 40 and 50 cents an hour, harvesting fruit and potatoes at \$4 a day.

Minnesota and North Dakota.—About 600 Jamaican workers were employed in Faribault, Le Sueur, Martin, and Waseca Counties, Minn., during the summer months, harvesting beans, corn, and peas, at 50 and 60 cents an hour. Most of

these workers, together with some others who worked in Wisconsin, were moved into the Red River Valley in September and October where they helped to harvest bumper potato crops in Pembina, Walsh, and Grand Forks Counties, N. Dak., and Polk and Marshall Counties, Minn. Most of them were used as barrel handlers at \$1 per hour. They were paid the prevailing wages of 10 cents per bushel while picking.

New Jersey.—New Jersey was one of the heavy users of Jamaican workers, having the following number of workers at various dates: May 29, 1,086; June 30, 2,052; July 31, 1,121; August 28, 1,121; and October 2, 1,738. Employed in Atlantic, Burlington, Camden, and Gloucester Counties, they helped cultivate and harvest truck crops at 45 to 50 cents per hour, and husk corn at \$7 an acre, harvest sweetpotatoes and cranberries at 45 cents an hour.

New York.—Fifteen hundred Jamaican workers were moved into New York State in June, and approximately that number remained there throughout the season. They were placed in Cayuga, Columbia, Erie, Genesec, Madison, Niagara, Orleans, Steuben, Suffolk, Ulster, and Wayne Counties. They were used to weed carrots and onions at 50 cents an hour, to hoe potatoes and corn at 50 cents an hour, and to harvest hay, potatoes, broccoli, and cauliflower at 50 cents an hour. They also played an important part in the apple harvest.

Ohio.—The number of Jamaican workers ranges from 40 in May to 393 as of October 2. They were used in Ashtabula, Champaign, Clark, Defiance, Erie, Greene, Lake, Lucas, Richland, Sandusky, and Stark Counties. They were used in greenhouse work at 40 and 45 cents an hour, in the cultivation and harvesting of vegetables at 50 cents an hour, haying at 40 and 50 cents an hour, and harvest of sweet corn and apples at 50 cents an hour.

Pennsylvania.—An average of 300 Jamaicans were used in Pennsylvania throughout the season, from May to October. Located in Bucks County, they were used to cultivate and harvest truck crops at prevailing wages.

Wisconsin.—Jamaican workers were transported into Brown, Columbia, Dane, Dodge, Door, Fond du Lac, Jefferson, Kenosha, Milwaukee, Oconto, Outagamie, Ozaukee, Racine, Rock, St. Croix, Washington, Waukesha, Waushara, Winnebago, Wood, and Walworth Counties. There were 200 employed or available for work as of May 29; 1,041 as of June 30; 1,051 as of July 31; 878 as of August 28; 487 as of October 2. Early in the season, the workers were used in truck garden work, later they helped to harvest peas, corn, and cranberries.

THE MEXICAN NATIONALS

During the period January 1–October 30, 1943,¹ a total of 49,500 Mexican workers were brought into the United States for agricultural work under an agreement between the Governments of the two countries. Recruitment has been restricted to able-bodied healthy workers having farm experience. Assurances have been received from the Mexican Government that up to 70,000 agricultural workers may be recruited during the coming year.

Arizona.—Mexican workers in Arizona have been employed primarily in the three counties of Maricopa, Pinal, and Yuma, to cultivate and harvest vegetables and to help with general farm work at 50 cents an hour. There were 1,600 Mexicans employed in Arizona as of October 30, 1943.

California.—The greatest proportion of the Mexican nationals have been placed in California. There were as of October 23, 1943, 24,163 Mexican nationals employed in the State. The workers were placed in the following counties: Contra Costa, Del Norte, Fresno, Imperial, Kern, Los Angeles, Madera, Mendocino, Merced, Monterey, Napa, Orange, Placer, Riverside, Sacramento, San Benito, San Bernardino, San Diego, San Luis Obispo, Santa Barbara, Santa Clara, Santa Cruz, San Joaquin, San Mateo, Stanislaus, Solano, Sonoma, Tehama, Tulare, Siskiyou, and Yuba. They have been employed in various crops, including the cultivation and harvest of walnuts and almonds at 70 cents per hour, producing and harvesting truck crops at 55 to 65 cents an hour, the care and harvesting of citrus, grapes, figs, apples, prunes, peaches, and pears at 50 to 65 cents per hour, the cultivation and harvest of hay, grain, and potatoes at 50 cents per hour, production and harvest of guayule at prevailing wages, picking hops, care and harvesting of sugar beets,² at prevailing wages, cultivation and harvesting of short staple cotton at 60 cents per hour (picking \$2 per hundredweight), and general farm work at prevailing rates of pay.

¹ A total of 3,004 Mexican nationals were brought into the United States for agricultural work during 1942.

² Sugar-beet wages established by the Secretary of Agriculture under the Sugar Act were paid.

Colorado.—Mexican workers were placed in Bent, Boulder, Crowley, Larimer, Logan, Mesa, Morgan, Prowers, Pueblo, Sedgwick, and Weld Counties in Colorado. Their period of activity runs approximately from the end of April to the end of November. They have been used in harvesting onions at 40 cents an hour, in the production and harvesting of sugar beets at rates established by the Secretary of Agriculture³ and in the harvesting of peaches, pears, and tomatoes at 10 to 12 cents a bushel, or 54 cents an hour. There were 790 Mexican nationals in Colorado as of October 30, 1943.

Idaho.—Mexican nationals were transported to 16 counties in Idaho: Adams, Bannock, Bingham, Bonneville, Cassia, Franklin, Fremont, Gooding, Jefferson, Jerome, Lincoln, Madison, Payette, Teton, Twin Falls, and Washington. The work included the production and harvesting of sugar beets, cultivation and harvesting of beans, carrots, and sweet corn at 50 cents an hour, alfalfa harvest at 55 cents an hour, potato, hay, and grain harvest at \$5 a day and board, and picking apples at 8 cents a box.

Kansas.—A small number (50) Mexicans were transported to Finney, Kearney, Hamilton, Grant, Hodgeman, Scott, and Pawnee Counties in Kansas, to help with the cultivation and harvesting of sugar beets.

Minnesota.—Some Mexicans were employed during July and August in Faribault, Sibley, McLeod, Wright, Carver, and LeSueur Counties in Minnesota, where they helped to harvest sweet corn at 60 cents an hour. Others were employed in sugar beet harvest in Polk and Marshall Counties in the Red River Valley.

Montana.—Mexican workers transported to Montana were employed in Broadwater, Missoula, Phillips, Rondera, Ravalli, Rosebud, Fallon, Dawson, Stillwater, Cascade, Carbon, Yellowstone, Treasure, Richland, and Teton Counties. They were employed in general farm work, haying, and irrigation at 40 to 50 cents an hour, harvesting potatoes at 10 cents per hundredweight, hoeing, thinning, and harvesting sugar beets. As of October 30, 1943, 1,906 Mexicans were employed in Montana.

Nebraska.—Four counties in Nebraska, Dawson, Deuel, Dodge, and Morrill, employed transported Mexican workers. They were used in the production and harvesting of sugar beets at rates established by the Secretary of Agriculture, for corn detasseling, and general farm work at \$75 a month and board, or \$4.50 a day without board. There were 180 Mexican workers in Nebraska as of October 30—a representative number for the period.

Nevada.—Mexican workers numbering about 580 were employed as sheep herders, cowhands, and general farm hands from July through October. They were placed in Humboldt, Star, Elko, White Pine, Churchill, Orms, Douglas, and Mineral Counties.

North Dakota.—Approximately 200 Mexican workers were transported to Grand Forks and Walsh Counties to harvest sugar beets.

Oregon.—Mexican agricultural workers were transported to 19 counties in Oregon: Baker, Columbia, Crook, Deschutes, Douglas, Grant, Hood River, Jackson, Josephine, Klamath, Malheur, Marion, Multnomah, Polk, Umatilla, Wallowa, Wasco, Washington, and Yamhill. These workers were used extensively⁴ in Oregon from July through October. They were used to harvest beans at 2½ cents a pound, potatoes at 5 to 6 cents a 60-pound bag or \$1 an hour, harvesting pears and apples at 70 cents an hour, picking prunes at 15 cents a box, and hops at 3½ cents a pound, picking flax at 65 cents an hour or on prevailing piece rates, haying at \$5 per day, and general farm work at \$100 per month and board.

South Dakota.—Mexican nationals were employed in Butte and Lawrence Counties from the latter part of May to November 15. They were employed in harvesting potatoes at 8 cents per bushel, harvesting sugar beets at the established rates, and at general farm and irrigation work at \$75 per month and board. There were 150 Mexican workers in South Dakota as of October 30.

Washington.—Mexican workers were placed in the following counties: Benton, Chelan, Columbia, Garfield, Kittitas, Klickitat, Okanogan, Skagit, Snohomish, Walla Walla, Whitman, Whatcom, and Yakima. They were employed in picking prunes and grapes at 12 cents a box, pears and apples at 10 to 12 cents a box, raspberries at \$1.25 a crate. They harvested beans at 75 cents an hour, tomatoes at 15 cents a box, bunched vegetables at 35 to 50 cents an hour, and topped

³ Sugar beet wages established by the Secretary of Agriculture under the Sugar Act were paid.

⁴ About 2,800 per month.

carrots at \$7 a ton. They picked hops at 4 to 4½ cents a pound, harvested sweet corn at 75 cents an hour. They picked potatoes at 6 to 7 cents per 60-pound sack, loaded potatoes at \$1 an hour, and sacked potatoes at 13 cents per sack. They also helped to put up alfalfa hay at 85 cents an hour.

Wyoming.—Mexican nationals were placed in the following counties: Carbon, Sheridan, Big Horn, Park, Hot Springs, Fremont, Goshen, Lincoln, Platte, Sublette, Teton, Uinta, and Washakie. These workers harvested sugar beets at rates established by the Secretary of Agriculture, hauled and sacked hay at \$4 to \$5 a day, and were employed in ranching at \$4 per day. There were 482 Mexican nationals in Wyoming as of October 30.

DISTRIBUTION OF DOMESTIC AND FOREIGN WORKERS BY STATES

The CHAIRMAN. On page 29 of the justification appears a table showing the distribution by States of employment in which the interstate and foreign labor were needed in agricultural production during the period September 1, 1942, to October 30, 1943. Could you furnish a break-down showing the difference between the domestic labor and foreign workers by States?

Colonel BRUTON. Yes; we can supply that.

(The information requested is shown in table 10, on p. 56.)

AGREEMENTS WITH FOREIGN COUNTRIES

The CHAIRMAN. You mentioned the negotiations with the Mexican Government. What kind of agreements do you have at this time and with what countries are these agreements in force with respect to foreign workers?

Colonel BRUTON. The agreements are substantially the same with the Governments of Mexico, Jamaica, and the Bahama Islands.

The CHAIRMAN. What is the general nature of these agreements?

Colonel BRUTON. That we furnish the transportation and subsistence from the point of origin to the point of their employment, between the intermediary points within the United States, and return the workers to points of origin upon completion of their contracts.

The agreements provide for a guaranty to each worker that he will be employed at least 75 percent of the working days during the period covered by his contract. The 75 percent period excluding 1 day out of every 7; it also excludes any days that the worker does not work because of refusal on his part or cannot work because of illness.

The CHAIRMAN. These negotiations with the foreign governments have been entirely amicable, have they? Have you had any difficulty or misunderstanding?

Colonel BRUTON. No, I could not say that we have had any difficulty or misunderstanding, although in dealing with the Mexican Government they have from time to time made some specific requests that have taken some time to iron out.

At the present time, they have indicated their willingness to increase the number that we can bring in for agricultural labor next year if they are needed and they have also indicated their willingness to permit the War Manpower Commission to bring in additional Mexicans for use on railroads; the details, of course, have yet to be worked out.

They insist that the recruitment be done in outlying areas, and that is something we would like very much to see done because we can get better workers a little further back into the agricultural areas.

But they also insist that we pay the transportation of workers from the point of initial selection to Mexico City and if they are rejected, from Mexico City back to point of initial selection.

FOREIGN WORKERS ARE SATISFIED WITH EMPLOYMENTS

The CHAIRMAN. All of the citizens of foreign countries return to their home land satisfied and in a favorable frame of mind toward their employers and in the way they have been treated, do they?

Colonel BRUTON. Speaking generally, I would say they do.

The CHAIRMAN. You do not think there is any considerable number who go back with complaints as to their treatment or wages or for other reasons?

Colonel BRUTON. I think the number is small. I base that, Mr. Chairman, on the review of the intercepts, made of their letters home.

The CHAIRMAN. Of course, the real test is whether or not on the second recruitment they would be willing to return to the United States, their attitude toward a return engagement.

Colonel BRUTON. In Mexico, of course, we have been continuing our recruitment over a period of time. We have had the satisfaction of seeing the general reaction of those who have been here, completed a contract period and returned, and I would say, a large percentage of them are very anxious to return to this country for another contract period.

The CHAIRMAN. You get the same men year after year?

Colonel BRUTON. Well, those that are connected with recruitment indicate that most of the workers want to come back. When I was in Mexico City reviewing the recruitment plan, two boys, who were very well dressed, were talking to the selection supervisor in Mexican so I could not understand what they said. I later asked what they were talking about. I learned that they had just come back from the west coast and wanted to get their cards initialed, prior to visiting their homes, to be sure that they would be accepted for a new contract a few weeks later.

The CHAIRMAN. I think that is rather significant.

Colonel BRUTON. Of course the substantial difference in wages has a great deal to do with that.

EMPLOYERS' AGREEMENTS

The CHAIRMAN. You consider that the agreements have been satisfactory to these countries, to the labor, and to the employees?

Colonel BRUTON. Yes; I think they are satisfactory.

The CHAIRMAN. What kind of agreements are entered into between the employers and the workers?

Colonel BRUTON. There are no agreements between the employer and the workers, but the same principles found in the international agreements are included in the agreement between the War Food Administration and the employer. (This is known as the "Employer Agreement.") He guarantees 75 percent employment and at prevailing wage rates but not less than 30 cents per hour. Prevailing wage rates are set by the county agricultural wage boards.

AGREEMENTS BETWEEN THE UNITED STATES AND FOREIGN WORKERS

The CHAIRMAN. I wonder if you could put in the record at this point a typical agreement between the United States and workers from each of these countries?

Colonel BRUTON. Yes.

The CHAIRMAN. Select one of those that is representative.

Colonel BRUTON. I think probably the Mexican agreement is representative.

The CHAIRMAN. Could you include one from Mexico, one from Jamaica, and one from Bahama?

Colonel BRUTON. Yes; we will be glad to do that.

(The agreements referred to follow:)

Nombre (name) ----- Numero de Contrato -----
 Domicilio (address) ----- (Contract Number) -----
 Edad (age) ----- Estado Civil (married or single) -----
 Dependientes Económicos (economic dependents) -----

Familiares Acompañantes -----

(nombres y domicilios)

Accompanying Family Members -----

(names and addresses)

INDIVIDUAL WORK AGREEMENT

Entered into between the Government of the United States of America acting by and through the War Food Administration, hereinafter referred to as the "Patron", and

CONTRATO INDIVIDUAL DE TRABAJO

que celebran el Gobierno de los Estados Unidos de América por conducto de la "War Food Administration" y que en el cuerpo del mismo se denominará "El Patrón", y el trabajador Mexicano

a Mexican laborer hereinafter referred to as the "Worker".

a quien en el cuerpo del mismo se denominará "El Trabajador".

DECLARATIONS

1. The Government of the United States and the Worker mutually desire that the Worker be beneficially employed in the United States of America with a view to alleviate the present shortage of agricultural workers in that country and to cooperate in the successful prosecution of the war.

2. The Worker declares that he is a Mexican national by birth.

3. The War Food Administration is represented in the execution of this contract, by Mr.

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1ª El Gobierno de los Estados Unidos y el Trabajador mutuamente desean que el trabajador se emplee ventajosamente en los Estados Unidos de América con el objeto de resolver la presente escasez de trabajadores agrícolas en ese país y para coadyuvar en el éxito de la guerra.

2ª El trabajador declara ser de nacionalidad mexicana por nacimiento, que dando señaladas sus generales en cuadro especial al principio de este contrato.

3ª La War Food Administration está representada, en la celebración de este contrato, por el señor

who has established his authority to the satisfaction of the Mexican authorities.

4. The Worker satisfies the physical requirements for fulfilling this agreement, as evidenced by the attached certificate issued by the duly authorized

quien acredita su personalidad a satisfacción de las autoridades mexicanas.

4ª El Trabajador reúne las condiciones físicas necesarias para el cumplimiento del presente contrato, según la constancia expedida por los funcionarios

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officers of the Department of Health of Mexico and the United States Public Health Service. The Patron admits that such requirements have been met to its satisfaction, in view of which it agrees that this agreement may not be terminated due to the physical condition of the Worker or to any change in such condition that may occur during the period of employment; but the Patron may terminate the agreement immediately upon finding that the Worker is suffering from a heart, mental or venereal disease or has a chronic condition not contracted during or as a result of his employment in the United States, or if he has a contagious disease discovered while traveling from the point of origin to his destination in the United States.

5. The Patron agrees to enter into agreements with the proprietor or administrator (hereinafter referred to as the Employer) of the farm or farms in the United States of America, upon which the Worker will work, under terms guaranteeing him proper compliance with the terms of this agreement, it being understood that the Patron will be responsible to the Worker and to the Mexican Government for such compliance.

THIS WORK AGREEMENT IS SUBJECT TO THE FOLLOWING PROVISIONS:

1. The Worker will be employed exclusively in agricultural work; any change from such type of employment, or any change of locality, shall be made with the express approval of the worker and authority of the Mexican Government.

2. The Worker will receive the same wages as those paid to other workers in the area of employment for similar work under the same conditions. Rates for piece work will be so determined that a worker of average ability will earn the prevailing wage established in the area of employment. Said wages will in no event be less than \$0.30 (American currency) per hour. The computation of wages, according to the custom in the United States, covers any payment which may be due for the seventh day, as required by the Federal Labor Law of Mexico.

3. The Patron agrees that its representatives or agents will inform the Worker at the beginning of his work and as frequently thereafter as may be neces-

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debidamente autorizados de los Departamentos de Salubridad de Mexico y de los Estados Unidos, que se anexa. El patrón reconoce a su satisfacción que se ha cumplido con tal requisito por lo cual acepta que el contrato no puede terminarse en atención a las condiciones físicas del trabajador o debido a cualesquiera cambios que pudieran presentarse en ellas durante el periodo de empleo; pero el Patrón puede dar por terminado el contrato en el momento en que se descubra que el Trabajador está enfermo del corazón, enajenación mental, padecimientos venéreos o crónicos que no fueron adquiridos durante, o como resultado de su trabajo en los Estados Unidos, o que padece alguna enfermedad contagiosa que se descubra en el trayecto entre el lugar de origen y el punto de destino en los Estados Unidos.

5* El Patrón se obliga a celebrar contratos con el propietario o administrador (a quien se denominará el Sub-Empleador) de la finca o fincas de los Estados Unidos de America, en las que prestará sus servicios el Trabajador, en los términos que garanticen para éste, la debida observancia de las cláusulas del presente contrato; entendiéndose que el Patrón será responsable, ante el trabajador y ante el Gobierno Mexicano, de tal cumplimiento.

EL PRESENTE CONTRATO DE TRABAJO SE SUJETARÁ A LAS SIGUIENTES CLAUSULAS:

1* El trabajador prestará sus servicios exclusivamente en labores agrícolas. No podrá hacerse ningún cambio a otras labores o cambiar de localidad al trabajador sin el expreso consentimiento de éste y la autorización del Gobierno Mexicano.

2* El Trabajador devengará salario igual al que se paga a los demás trabajadores, en la región respectiva por trabajos similares en las mismas condiciones. Los salarios por trabajos a destajo se arreglarán en forma tal que el Trabajador de habilidad común disfrute del salario establecido en la región. En ningún caso dicho salario será inferior a 0.30 de dólar por hora. El señalamiento de salarios según la costumbre de los Estados Unidos incluye el pago del séptimo día, establecido por la Ley Federal del Trabajo de México.

3* El patrón se obliga a que sus representantes o agentes harán del conocimiento del Trabajador, al iniciar éste la prestación de sus servicios y cuantas

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sary, using the Spanish language in an adequate manner, concerning the wage rates to which he is entitled, and the housing conditions, medical attention, and other facilities to which he is entitled by virtue of the provisions of this agreement.

4. No deductions will be made from the wages of the Worker for commissions, fees, or any other purpose (except as required by law) which will have the effect of reducing his wages below that provided for by Paragraph 2.

5. The Worker agrees that ten percent (10%) of his wages may be deducted and authorizes the Patron to receive such amount from the Employer and to place it on deposit, to be refunded to him on his return to his place of origin, or as soon as practicable, in the form of credits to his account in the Agricultural Credit Bank of Mexico.

6. The Worker accepts transportation, food, lodging, subsistence, and work under the terms of this agreement and will execute all documents, receipts, or instruments which the Patron may require in connection with this agreement.

7. The Patron will furnish to the Worker and to the members of his family named at the beginning of this agreement, sanitary facilities and medical care identical to those enjoyed by other agricultural workers in the same area of employment.

8. The Patron, at its expense, will transport or arrange for the transportation of the Worker and the members of his family named at the beginning of this agreement and not in excess of 35 kilos (77 pounds) of personal effects for each member of the family which shall not include household goods) from

veces sea necesario, empleando el idioma castellano y en forma eficaz, cuáles es el salario que le corresponde y cuáles son las condiciones de habitación, asistencia médica y demás facilidades a que tiene derecho por virtud de los términos del presente contrato.

4* No se harán descuentos del salario del Trabajador por comisiones, cuotas o por cualquier otra razón (excepto los requeridos por la ley) que tiendan a reducir los ingresos del mismo a cantidad inferior a la mencionada en la cláusula segunda.

5* El Trabajador manifiesta su conformidad para que le sea descontado de su salario el DIEZ POR CIENTO, y autoriza al Patrón para recibirlo del Sub-Empleador y conservarlo en calidad de depósito para serle reintegrado a su regreso al punto de origen, o tan pronto como sea practicable, en forma de créditos a su cuenta en el Banco de Crédito Agrícola de México.

6* El Trabajador acepta el transporte, alimentos, alojamiento, medios de subsistencia y trabajo en los términos del presente contrato y formalizará todos los arreglos, recibos e instrumentos que para el cumplimiento de este contrato pudiera necesitar el Patrón.

7* El Patrón proporcionará al Trabajador y a los familiares de éste que se señalen en el principio del presente contrato, servicios sanitarios y atención médica, todo ello en idénticas condiciones a las que disfruten los demás trabajadores agrícolas en la región de trabajo respectiva.

8* El Patrón a su costa, transportará o gestionará el transporte del Trabajador y de los miembros de su familia mencionados en el cuadro inserto arriba de este contrato y hasta 35 kilos (77 libras) de objetos de uso personal para cada uno de ellos (los que no incluirán menaje de casa) desde

Mexico, to the point or points of destination within the United States where the Patron has determined the work will be performed, and return to point of origin.

9. The Patron will furnish to the Worker and to the members of his family accompanying him all necessary food, medical care, and subsistence needs during periods of travel.

10. The Patron will make all arrangements necessary under the laws for the entry and exit of the Worker and members of his family accompanying him, to and from the United States.

México, hasta el lugar o lugares de los Estados Unidos en que, según determinación del Patrón, se desempeñará el trabajo, y regreso al punto de origen.

9* El Patrón proporcionará al Trabajador y sus familiares que lo acompañan el alimento, atención médica y todos los medios de subsistencia necesarios durante el trayecto.

10* El Patrón hará todos los arreglos necesarios conforme a las leyes para la entrada y salida del Trabajador y de sus familiares que lo acompañan, al territorio de los Estados Unidos.

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11. The Worker shall work from the day following his arrival at the point of destination in the United States until

11* El Trabajador iniciará la prestación de sus servicios desde el día siguiente de su llegada al punto de destino en los Estados Unidos hasta

12. The Worker will perform all work required of him with proper application, care and diligence during the term of this agreement under the direction and supervision of the employers but he will not be required to work on Sundays.

13. This agreement may be renewed upon its termination upon the express consent of the Worker and with the knowledge of the Mexican Government.

14. In the event the Patron should desire to utilize the services of a member of the family of the Worker, he may do so only with the full consent of the Worker and of the person whose services are desired, by the execution of a similar agreement in the presence of the Regional Director of the Office of Labor, War Food Administration or his representative and with the previous consent of the appropriate Mexican Consul.

15. Any member of the family under 14 years of age shall have the right to the same schooling as that received by children of other agricultural laborers in the area of employment in which the Worker may be working at any given time.

16. The Worker shall not be required to purchase articles or services for consumption or use by him or his family in any establishment not of his own choice.

17. The Worker will not be subject to discrimination in employment because of race, creed, color or nationality, in accordance with the provisions of Executive Order No. 8802 of the President of the United States, dated June 25, 1941.

18. The Mexican workers will be furnished without cost to them with hygienic lodgings, adequate to the physical conditions of the region of a type used by a common laborer of the region and the medical and sanitary services enjoyed, also without cost to them, will be identical with those furnished to the other agricultural workers in the regions where they may lend their services.

19. The Worker shall enjoy, as regards occupational diseases and accidents, the same guarantees enjoyed by other agricultural workers under the laws of the United States of America.

12* El Trabajador desempeñará el trabajo que se le requiera con la intensidad, cuidado y esmero apropiados, durante el período del contrato bajo la dirección y supervisión del Sub-Empleador y no se le obligará a trabajar los domingos.

13* El presente contrato puede ser renovado a su vencimiento, mediante la voluntad expresa del trabajador y con conocimiento del Gobierno Mexicano.

14* En el caso de que el Patrón pretendiera utilizar los servicios de algunos de los familiares del Trabajador, sólo podrá hacerlo mediante el consentimiento expreso de éste y de la persona cuyos servicios sean solicitados, celebrando el contrato respectivo ante el Director Regional de la Office of Labor, War Food Administration o su representante y previa autorización del Cónsul de México que corresponda.

15* Cualquier miembro de la familia menor de 14 años de edad tendrá derecho a recibir la misma instrucción escolar que se imparte a los niños de otros trabajadores agrícolas en la región en que el trabajador esté trabajando, en cualquier tiempo dado.

16* El Trabajador no estará obligado a comprar artículos o servicios para su consumo o uso, o el de su familia en ningún establecimiento que no sea de su agrado.

17* El Trabajador no será objeto de discriminación en el trabajo a causa de raza, credo, color, o nacionalidad, de acuerdo con las estipulaciones de la Orden Ejecutiva N° 8802 del Presidente de los Estados Unidos, fechada el 25 de junio de 1941.

18* Los trabajadores mexicanos recibirán habitaciones higiénicas, adecuadas a las condiciones físicas de la región, del tipo de las que usa un trabajador común en la misma; y los servicios sanitarios y la atención médica de que disfrutarán, serán idénticos a los que reciban los demás trabajadores agrícolas en las regiones en que presten sus servicios. Todo esto sin costo para ellos

19* El Trabajador gozará, por lo que hace a enfermedades profesionales y accidentes de trabajo, de las mismas garantías que disfrutan los de más trabajadores agrícolas, de acuerdo con la legislación de los Estados Unidos de América

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20. The Worker designates as his economic dependents those persons whose names and addresses are set forth in the block at the beginning of this contract, whom he designates as the beneficiaries of the sums and indemnities to which he would be entitled under the Law and this agreement.

21. For such time as they are unemployed under a period equal to 75% of the period (exclusive of Sundays) for which the workers have been contracted they shall receive a subsistence allowance at the rate of \$3.00 per day. For the remaining 25% of the period for which the workers have been contracted during which the workers may be unemployed, where such unemployment is not due to their unwillingness to work, they shall receive lodging and subsistence, without cost to them. For the purpose of this paragraph, a day upon which the Worker works less than eight hours will not be considered a workday, and the hours worked on such days may be totalled, to determine the period of unemployment, in accordance with the procedure followed for other agricultural workers.

22. In the event there should be an increase in the cost of living in the United States, the terms of the preceding paragraph will be subject to reconsideration, in accordance with the understanding between the Governments of Mexico and the United States.

23. The Worker shall have the right to join with other Mexican laborers admitted under the understanding between the Governments of Mexico and the United States in the election of spokesmen to negotiate with the Patron or employers, such spokesmen to be members of the group electing them.

24. All disputes between the Worker and his employer or employers shall be resolved through mediation, according to procedures established by the Government of the United States for agricultural workers.

25. The Worker represents and warrants that he knows of no reason which would prevent him or his family from leaving or returning to Mexico, or entering or leaving the United States, as contemplated by this agreement. If the Worker or a member of his family shall not be permitted to leave Mexico or enter the United States, the Patron shall, at its expense, return the Worker and his family to their place of origin in Mexico. If after entrance into the United States the Worker or any member of his family becomes subject to

20* El Trabajador señala como sus dependientes económicos a las personas cuyos nombres domicilios figuran en cuadro especial al principio de este contrato, a quienes designa como beneficiarios de las indemnizaciones que a aquél le correspondieran por cualesquier conceptos emanados de la Ley y de este contrato.

21* Hasta el 75% del tiempo por el cual hayan sido contratados, exceptuando los domingos, los trabajadores mexicanos recibirán, de parte del empleador, a título de subsistencia, la cantidad de Dls. 3.00 diarios por el período que estén desocupados. Por el 25% restante del tiempo del contrato y durante el cual los trabajadores permanezcan sin trabajo y siempre que esto no se deba a su falta de voluntad, recibirán alojamiento y alimentos sin ningún costo para ellos. Para los efectos de esta cláusula, se considerará como día no trabajado aquel en que el Trabajador labore menos de ocho horas, y las horas trabajadas se computarán, para calcular el período de desempleo, de acuerdo con el procedimiento seguido para los demás trabajadores agrícolas.

22* En caso de que haya aumento del costo de la vida en los Estados Unidos, lo pactado en la cláusula anterior será motivo de reconsideración, de acuerdo con el convenio celebrado entre los Gobiernos de México y los Estados Unidos.

23* El Trabajador tendrá derecho a asociarse con otros trabajadores mexicanos admitidos de conformidad con el acuerdo celebrado entre los Gobiernos de México y los Estados Unidos, para elegir a sus representantes que traten con el Patrón o los sub-empleadores, debiendo ser dichos representantes miembros del grupo que los designa.

24* Todas las disputas entre el Trabajador y subempleador o subempleadores serán resueltas por mediación, según el procedimiento establecido por el Gobierno de los Estados Unidos para los demás trabajadores agrícolas.

25.* El Trabajador manifiesta y asegura no tener conocimientos de motivo alguno que pueda impedirle a él o a su familia salir de o regresar a México, o internarse en o salir de los Estados Unidos con arreglo al presente convenio. Si al Trabajador o algún miembro de su familia se le niega la salida México o la entrada en los Estados Unidos, el Patrón procurará que el trabajador y su familia retornen a su lugar de procedencia en México, a expensas de aquel. Si después de internarse en los Estados Unidos el Trabajador o cualquier miembro dé

DECLARATIONS

DECLARACIONES

deportation or removal therefrom under the Immigration or other laws of that country, or if the War Food Administration decides, after hearing the defense of the Worker, that the latter is unable or unwilling to work in accordance with the provisions of this agreement, or if the Worker or any member of his family violates any law of the United States, this agreement may forthwith and without notice be terminated by the Patron. Upon the termination of this agreement or upon the expiration of the period of employment provided for in paragraph 11, the Worker and his family shall immediately return to their place of origin in Mexico, at the expense of the Patron. If the Worker or any member of his family refuses so to return, the Patron may cause the Worker and his family to be removed to their place of origin.

26. All rights, privileges and powers conferred by this agreement upon the Government of the United States shall be exercised by the Administrator of the War Food Administration of the United States or by its duly authorized representative. Executed at Mexico, D. F., this _____ day of _____ 194_____

El Trabajador—Worker

Approved By:

Aprobado Por: _____

WAR FOOD ADMINISTRATION—WORK AGREEMENT

(Jamaican workers)

This agreement, made this _____ day of _____, 19____, between the War Food Administrator, hereinafter called the "Administrator," and _____, of the Island of Jamaica, hereinafter called the "Worker."

WITNESSETH:

Whereas, the Administrator and the Worker mutually desire that the Worker shall be employed in the United States of America to alleviate the present shortage of agricultural labor and to aid in the successful prosecution of the war.

Now, therefore, in consideration of this and of the undertakings hereinafter stated, the Administrator and the Worker agree that:

1. The Worker shall accept transportation, food, living facilities, subsistence, and employment upon the terms set forth in this agreement; and shall execute such other agreements, vouchers, and instruments as the Administrator may require to effect those terms.

2. The Administrator, at his expense, shall:

(a) Transport or arrange for the transportation of the Worker and not in excess of seventy-five pounds of personal belongings, from _____ in the Island of Jamaica, herein called the "point of origin," to such place or places

su familia se expone a la deportación o remoción de aquel país, con arreglo a la Ley de Inmigración, o demás leyes, o si la War Food Administration resuelve después de haber oído la defensa del Trabajador, que éste está incapacitado para o se niega a trabajar conforme a los requisitos del presente convenio, o si el Trabajador o cualquier miembro de su familia infringe cualquiera ley de los Estados Unidos, el presente convenio puede inmediatamente y sin previo aviso darse por terminado por parte del Patrón. Al terminar el convenio o al expirar el período de empleo especificado en la cláusula 11ª, el Trabajador y su familia retornarán en el acto a su lugar de procedencia en México, a costa del Patrón. Cuando el Trabajador o cualquiera miembro de su familia se niegue a retornar en estas condiciones, el Gobierno de los Estados Unidos puede remover el Trabajador y a su familia al referido lugar de procedencia.

26ª Todos los derechos, privilegios y facultades conferidos por el presente convenio al Gobierno de los Estados Unidos serán ejercitados por el Administrador, del War Food Administration de los Estados Unidos, o por su representante debidamente autorizado.

México, D. F., a _____ de _____ de 194_____

United States of America
LOS ESTADOS UNIDOS DE
AMERICA
War Food Administration

Titulo oficial.—Official Title.

in and within the United States as the Administrator shall determine to be suitable for the Worker, and, upon the fulfillment by the Worker of his obligations hereunder, return to the point of origin, and furnish his living expenses during such transportation.

(b) Furnish or arrange to have furnished to the Worker all necessary food, health and medical care, and other subsistence living facilities, including a cash allowance of \$5 per week (or 75 cents per day for any period less than a week) from the time that the Worker arrives at the port of entry until he is furnished employment as an agricultural laborer or for two weeks after his arrival in the United States, whichever is the shorter period; provided, however, that the first cash allowance shall be payable in advance as soon after the Worker arrives in the United States as is practicable.

3. The Administrator shall:

(a) Cause the Worker to be employed as an agricultural laborer in the United States upon terms not less favorable than the terms specified in an agreement made the 2nd day of April 1943, between the Government of the United States of America and the Government of Jamaica, for at least seventy-five percent (75%) of the possible workdays (six days in each seven consecutive days to be considered possible workdays) between the day when the Administrator's obligations provided for in paragraph 2b terminate and , 19 , hereinafter called the period of employment, or, in the absence of such employment, pay or cause to be paid to the Worker a subsistence allowance of \$3 per day, or \$1.60 per day plus meals, for each possible workday that he is not so employed within said 75 percent; provided, however, that no subsistence allowance shall be made for workdays in which the Worker is unemployed as a result of his refusal to work or his illness or other physical incapacity. The amount of such subsistence allowance, if any, shall be computed and paid at the end of the period of employment, unless this agreement is for a period in excess of ninety (90) days, in which event such subsistence allowance shall be computed and paid at the end of each ninety (90) day period.

(b) In the event of need as determined by the Administrator, furnish necessary food, shelter, and other subsistence living facilities during periods of unemployment occurring within the period of employment and, in any event furnish necessary health and medical care, upon the same basis as they are made available to other agricultural workers in migratory labor camps or labor supply centers.

4. Employment under this Agreement shall be upon the following terms:

(a) The Worker shall do all work required of him by his employer or employers hereunder during the period of employment in a good and workmanlike manner under the supervision and direction of such employer or employers, but shall not be required to work on one day in each seven consecutive days.

(b) A workday shall contain not less than eight hours nor more than twelve hours, provided, however, that to determine the amount of employment under paragraph 3 (a) above, the Administrator may, in his discretion, add hours of work less than eight done on any possible workday to hours of work less than eight done on any other possible workday, and for such purposes each ten hours of work shall be counted as a workday.

(c) Work shall be paid for in lawful money of the United States Government at least once each week or at the end of the employer's customary pay roll periods if those periods do not exceed semimonthly intervals. If the pay roll periods exceed weekly intervals, the employer shall permit the Worker to draw on account a reasonable proportion of the sums due him. The Worker shall not be subject to discriminatory acts which would lower his wages below those prevailing in the particular area of employment for similar work. Employers may choose whether to pay the Worker by hourly, piecework, or other rates, and shall set piece-work rates so as to enable the Worker, if of average ability to earn for a fair day's work, not less than the prevailing wages. In no event shall the Worker receive less than 30 cents an hour whether he is employed at hourly, piece, or other rates.

(d) Collections, deductions, or rebates may be made from the worker's wages or allowance in accordance with paragraph 5 hereof, or as required by law or as may be necessary to pay the worker's bona fide and voluntarily incurred debts to the United States Government or employers, but not otherwise.

(e) The Worker shall be employed exclusively as an agricultural worker.

(f) The Worker shall be entitled to the legal protection afforded other agricultural workers under the statute existing and in force in the particular areas where the work is performed.

(g) The Worker shall not be required to purchase articles or services for his personal consumption or use at any source not of his choice.

(h) The Worker shall not suffer discriminatory acts of any kind, in accordance with the provisions of Executive Order No. 8802 of the President of the United States, dated June 25, 1941.

(i) The Worker shall not suffer discriminatory acts which would subject him to living conditions and sanitary and medical services generally inferior to those afforded other agricultural workers in the particular area of employment. Insofar as practicable, the Worker shall be housed in camps maintained by the Administrator. Where such camps are not available, he shall be housed only in quarters determined by the Administrator not to be inferior to those afforded other agricultural workers in the particular area of employment. If meals are furnished by the Administrator or employer, the charge including living accommodations shall not exceed \$1.40 per day per Worker.

5. The Worker agrees that \$_____ out of his wages for each day on which he is employed, or out of his subsistence allowance, if any, for each day on which he is not employed, shall be deducted from his wages or subsistence allowance, and authorizes the Administrator to receive such amount from his employer, and transmit it to the Jamaican Government to be placed to his credit in accordance with arrangements between the Worker and the Jamaican Government.

6. The Worker represents that he knows of no reason which would prevent his admission to the United States. If after his admission the Worker is found to be or becomes subject to deportation under the laws of the United States, or if the Administrator determines that the Worker is unable or unwilling to work in accordance with the terms of this agreement, or if the Worker violates any law of the United States, this agreement may forthwith be terminated by the Administrator. Upon such termination, or upon expiration of this agreement, the Worker shall immediately return to the place of origin at the Administrator's expense. If the Worker refuses so to return, the Administrator may cause the Worker to be removed to the place of origin.

7. In the event that it is impracticable for the Administrator to return the Worker to Jamaica upon the expiration of this agreement, this agreement shall continue in full force and effect until such time as it becomes possible so to return the Worker.

8. All rights, privileges, and powers herein conferred upon, and all obligations herein undertaken, by the Administrator shall be exercised or discharged, as the case may be, by the Administrator or his duly authorized representative or representatives.

In witness whereof, this Work Agreement has been executed as of the date first above written.

WAR FOOD ADMINISTRATOR,

By _____

(Official Title)

Worker

Witnesses:

WAR FOOD ADMINISTRATION—WORK AGREEMENT

(Bahamas Workers)

This agreement, made this _____ day of _____, 194____, between the War Food Administrator, hereinafter called the "Administrator" and _____ of Bahama Islands, hereinafter called the "Worker."

WITNESSETH:

Whereas, the Administrator and the Worker mutually desire that the Worker shall be employed in the United States of America to alleviate the present shortage of agricultural labour and to aid in the successful prosecution of the war.

Now, Therefore, in consideration of this and of the undertakings hereinafter stated, the Administrator and the Worker agree that:

1. The Worker shall accept transportation, food, living facilities, subsistence, and employment upon the terms set forth in this agreement; and shall execute

such other agreements, vouchers, and instruments as the Administrator may require to effect those terms.

2. The Administrator, at his expense, shall:

(a) Transport, or arrange for the transportation of, the Worker and the members of his family named in Schedule A on the back of this agreement, all of whom (including the Worker) are herein called the "Family," and not in excess of seventy-five pounds of personal belongings for each of them from Nassau, Bahamas, B. W. I., to such place or places in, and within, the United States, as the Administrator shall determine to be suitable for the employment of the Worker, and, upon the fulfillment by the Worker of his obligations hereunder, return to Miami, Florida.

(b) Furnish, or arrange to have furnished to the Worker and the Family all necessary food, health and medical care, and other subsistence living facilities during transportation.

3. The Administrator shall:

(a) Cause the Worker to be employed as an agricultural labourer in the United States for at least seventy-five percent (75%) of the workdays (each calendar day except Sunday or one other day in each seven to be considered a workday) between the day after the Worker's arrival at the original area of employment in the United States and -----, hereinafter called the "period of employment," or, in the absence of such employment, make the Worker a subsistence allowance of \$3.00 per day for each workday within said minimum of seventy-five percent (75%) of the workdays that he is not so employed, provided, however, that no subsistence allowance shall be made for workdays in which the Worker is unemployed as a result of his refusal to work or his illness or other physical incapacity. The amount of such subsistence allowance, if any, shall be computed and the payment thereof shall be made at the end of the period of employment, provided, however, that in the event that this agreement is for a period in excess of ninety (90) days, such subsistence allowance shall be computed and the payment thereof shall be made at the end of each ninety (90) day period.

(b) In the event of need as determined by the Administrator, furnish necessary food, shelter, health and medical care, and other subsistence living facilities during the periods of unemployment occurring within the period of employment.

4. Employment under this Agreement shall be upon the following terms:

(a) The Worker shall do all work required of him by his employer or employers hereunder during the period of employment in a good and workmanlike manner under the supervision and direction of such employer or employers, but shall not be required to work on Sundays or one other day in each seven.

(b) A workday shall contain not less than eight hours nor more than twelve hours; provided, however, that to determine the amount of employment under paragraph 3 (a) above, the Administrator may, in his discretion, add hours of work less than eight done on any day to hours of work less than eight done on any other day, and for such purpose each ten hours of work shall be counted as a workday.

(c) Work shall be paid for in lawful money of the United States Government at least once each week or at the end of the customary pay-roll period of the Employer for whom the Worker is working, if such pay-roll periods do not exceed semi-monthly intervals. If the pay-roll periods exceed weekly intervals the employer shall permit the Worker to draw on account reasonable proportions of the wages due him. The wages paid shall be at rates not less than the prevailing wage rates within the particular area of employment; provided, however, that piece-work rates, for work to be performed upon that basis, shall be set, so as to enable the Worker, if of average ability, to earn for a fair day's work not less than the prevailing wages; provided further that, in no event, whether the Worker is employed at hourly, piece, or other rate, shall, the Worker receive less than 30 cents an hour.

(d) No collection, deduction, or rebate from wages or allowance shall be made for commissions, fees, or any other purposes whatsoever, except as may be required by law or as may be necessary to pay the Worker's bona fide and voluntarily incurred debts to the Employer.

(e) The Worker shall be employed exclusively as an agricultural worker.

(f) The Worker shall be entitled to the benefit and protection of all applicable child labour, compensation, and other laws and regulations of the Government of the United States and of the State or States in which the work is performed.

(g) The Worker shall not be required to purchase articles or services for consumption or use by him or the Family at any source not of his choice.

(h) The Worker shall not suffer discriminatory acts of any kind, in accordance with the provisions of Executive Order No. 8802 of the President of the United States, dated June 25, 1941.

(i) Food, shelter, health, and medical services, and other living facilities provided for the Worker and the Family by any employer shall meet reasonable minimum standards approved by the Administrator.

5. The Worker agrees that \$.75 out of his wages for each day on which he is employed, or out of his subsistence allowance, if any, for each day on which he is not employed, shall be deducted from his wages or subsistence allowance and transmitted to the Bahamas Government to be placed to his credit in accordance with arrangements between the Worker and the Bahamas Government.

6. The Worker represents that he knows of no reason which would prevent his admission to the United States. If after his admission the Worker is found to be or becomes subject to deportation under the laws of the United States, or if the Administrator determines that the Worker is unable or unwilling to work in accordance with the terms of this agreement, or if the Worker violates any law of the United States, this agreement may forthwith be terminated by the Administrator. Upon such termination, or upon expiration of this agreement, the Worker shall immediately return to the port of entry at the expense of the Administrator. Upon his arrival at such port of entry the Administrator will deliver him to a representative of the Bahamas Government whereupon all responsibility of the Administrator under this agreement shall cease and determine.

7. All rights, privileges, and powers herein conferred upon the Administrator may be exercised by him or his duly authorized representative or representatives.

In witness whereof, this work Agreement has been executed as of the date first above written.

By WAR FOOD ADMINISTRATOR

(Official Title)

Witnesses:

Worker.

COOPERATIVE EMPLOYMENT AGREEMENT

The CHAIRMAN. We would also like to have in the record a typical copy of an agreement between employer and worker.

Colonel BRUTON. We have an agreement between the Government and the employer, which stipulates certain conditions regarding the worker, which we wish to insert into the record.

(The agreement referred to is as follows:)

TYPICAL EMPLOYER AGREEMENT

Form WFA-IX-1
(Formerly IX-575)

UNITED STATES OF AMERICA

WAR FOOD ADMINISTRATION

OFFICE OF LABOR

COOPERATIVE EMPLOYMENT AGREEMENT

THIS COOPERATIVE EMPLOYMENT AGREEMENT, made this ____ day of _____, 19__, between the United States of America, hereinafter called the "Government," and _____ of _____, State of _____, hereinafter called "Employer."

WITNESSETH:

WHEREAS the Government and the Employer wish to cooperate in making agricultural workers available to alleviate the present shortage of agricultural labor and to aid in the successful prosecution of the war.

NOW, THEREFORE, in consideration of the undertakings hereinafter stated, the Government and the Employer agree as follows:

1. The Government shall use its best efforts to recruit and transport agricultural workers for employment by the Employer, from points of origin or intermediate points in the United States or Mexico to the destination point(s) hereinafter stated and, upon completion of that employment, to the points of origin, or to

such intermediate points in the United States as the Government shall determine to be proper. The Government shall notify the Employer of the points of recruitment, and the Employer may, if he desires, be represented during the recruiting process.

2. The Employer shall employ, upon the following terms, ----- such agricultural workers if they are transported by the Government to the following destination point(s) not later than -----, 19--, the number to be transported to each destination point being as follows:

----- to -----, State of -----

a. Each worker shall be employed, exclusively as an agricultural worker, for at least seventy-five percent (75%) of the possible workdays (each day in the week except Sunday to be considered a possible workday) between -----, 19--, and -----, 19--, and for such further time as the Employer and the Government or any of them, may mutually agree, such entire time being hereinafter called the "period of employment."

b. The Employer shall be required to furnish such employment to a worker hereunder only so long as the worker is ready, willing, and able to work under the supervision and direction of the Employer; but shall not require the worker to work on Sundays.

c. The Employer shall pay each worker a minimum subsistence allowance of \$3.00 per day for each possible workday within said minimum of seventy-five percent (75%) of the possible workdays that he is not so employed; provided, however, that no subsistence allowance shall be made for workdays in which the worker is unemployed as the result of his refusal to work or his illness or other physical incapacity. The amount of such subsistence allowance shall be computed and payment therefor shall be made at the end of each ninety (90) day period, if this contract is for a period in excess of ninety (90) days.

d. The Employer shall, subject to reimbursement by the Government for board and lodging until January 1, 1944, or until the termination of this contract, whichever is the earlier, provide board and lodging for the remaining twenty-five percent (25%) of the period of employment provided in this contract during which the workers may be unemployed when such unemployment is not due to their unwillingness to work, provided that on and after January 1, 1944, the employer will assume this obligation and provide the workers board and lodging without cost to the Government or to the workers.

e. A workday shall contain not less than eight (8) hours nor more than twelve (12) hours; provided, however, that to determine the amount of employment under paragraph 2 of this agreement, hours of work less than eight (8) done on any day except Sunday may be added to hours of work less than eight (8) done on any other day except Sunday, and for such purpose each ten (10) hours of work shall be counted as a workday.

f. Work shall be paid for in lawful money of the United States Government at the end of each week of work, or at the end of the customary pay-roll period if those periods do not exceed semimonthly intervals, at not less than the prevailing piece work or hourly wage rates within the particular area of employment; provided, however, that the Government reserves the right to remove any worker who does not average \$3.00 a working day in any pay period. The prevailing wages shall be determined in such manner as the War Food Administration may direct.

g. The Employer shall pay all costs of transportation of the workers (and the members of their families transported with them by the Government to the above-specified point(s) of destination) between said destination point(s) and the place or places at which the workers are to perform their work, and return to said destination point(s).

h. No deduction from wages shall be made for commissions, fees, or any other purpose (except as may be required by law), which shall have the effect of reducing the worker's wages below those required by paragraph 2 f of this agreement.

i. The employer shall pay to the Government in trust for each such worker who has been transported by the Government from Mexico for employment in the United States, ten percent (10%) of his wages and of the subsistence allowance provided for by paragraph 2 d, which portion of his wages and subsistence allowance such worker will have assigned to the Government in trust, to be held or controlled and disposed of by the Government under the

terms of its agreement with the worker. This payment shall be made at the request of the Government to the Wells Fargo Bank and Union Trust Company of San Francisco for the account of the Bank of Mexico, S. A., and in no event more than ten (10) days after the termination of the period of employment of the worker. The employer shall transmit to the Government checks covering the payment, together with pay-roll lists. The Government shall make the official audit and transmit such checks to the bank for deposit.

j. The workers shall be entitled to the benefit and protection of all applicable child labor, and other laws and regulations of the Government and of the State or States in which the work is performed, and the Employer shall provide Workmen's Compensation Insurance for all workers employed hereunder during the period of employment.

k. The worker shall not be required to purchase articles or services for consumption or use by them or their families at any source not of their choice.

l. The worker shall be entitled to freedom from discrimination in employment because of race, creed, color, or national origin, in accordance with the provisions of Executive Order No. 8802 of the President of the United States, dated June 25, 1941.

m. The Employer shall make available to the workers and their families, without charge, such shelter facilities as are owned by the Employer and are not otherwise occupied within the period of employment.

n. Mexican Nationals shall have the right to join with other workers in the election of representatives to bargain and negotiate with the Employer; provided, however, that any of the workers who have been transported by the Government from Mexico for employment shall join only with other such workers transported from Mexico, and shall elect their representatives from such workers.

o. There shall be no strikes, lock-outs, or stoppages of work during the period of employment. All disputes between the workers and the Employer shall be determined by mediation according to procedure prescribed by the Government.

3. The Government shall determine from time to time, and its determination shall be conclusive, whether the Employer has paid all sums to be paid by him hereunder, and shall have the right to pay (as subsistence allowances or otherwise) to the persons it determines to be entitled thereto, all or any part of any such sums which it determines have not been paid, in which case the Employer shall repay to the Government, upon demand by it, all sums so paid, together with interest thereupon at the rate of six percent (6%) per annum from the date or dates of such payments by the Government.

4. The Government shall transport under this Agreement both single men and families, but if families are transported the Government shall enter into work contracts only with the heads of the families and such other members of the families as are eighteen (18) years of age and over and able and willing to work full time pursuant to the terms of the work contracts and this Agreement. Other members of the families transported may work for the Employer at the prevailing piece or hourly work rate, subject, however, to applicable school and child labor laws.

5. The Employer shall keep, upon forms to be supplied by the Government, full and complete records of the employment and wages of each worker under this Agreement. Such records shall be at all times open to inspection and examination by the Government, which shall be entitled to make copies thereof.

6. If the Government determines that the Employer has violated any of the terms of undertakings of this Agreement, it may, without waiving any other remedy or course of action, deprive the Employer of the further services of the workers under this Agreement.

7. All rights, privileges, and powers conferred herein upon the Government shall be exercised in its behalf by the War Food Administrator, or his duly authorized representative.

IN WITNESS WHEREOF, the Government and the Employer have executed this agreement as of the date first above written.

UNITED STATES OF AMERICA,
By _____
*Regional Director, Office of Labor, War
Food Administration.*

(Employer)
By _____

Witnesses:

IMPORTATION OF UNSKILLED LABOR FOR INDUSTRY

The CHAIRMAN. The War Manpower Commission recently asked for an appropriation for the importation of unskilled labor for industry and the committee out of precaution provided that none of that fund should be used for the importation of labor for employment in agriculture. Do you have any cooperative arrangement between the War Food Administration and the War Manpower Commission in prospect with respect to importation of foreign workers so there will not be duplication of effort in recruitment for competition in offering different inducements, working conditions, and so forth?

Colonel BRUTON. Yes; we do. Recruitment in Mexico, has all been done by us. The War Manpower Commission asked us to recruit railroad labor for them and we are doing it.

The CHAIRMAN. Have you held conferences with them on this matter and reached an agreement?

Colonel BRUTON. Yes.

The CHAIRMAN. So there is no conflict?

Colonel BRUTON. There is no conflict. In fact, they have a representative who sits in on the staff conference that I hold twice a week in my office.

The CHAIRMAN. And you have been doing the recruiting for them?

Colonel BRUTON. Yes; all recruitment of Mexicans has been done by us.

The CHAIRMAN. And they are not making any except through you?

Colonel BRUTON. That is correct.

The CHAIRMAN. Really there is no need for both; why do you need the two services?

Colonel BRUTON. As far as recruitment in Mexico is concerned it was agreed that we would do it, so there is only one recruitment service there.

The CHAIRMAN. Are they incurring any obligations?

Colonel BRUTON. They are paying their portion of the expense.

The CHAIRMAN. But both of you are paying for the expense; there is no duplication in effort or cost, you mean?

Colonel BRUTON. No.

The CHAIRMAN. That same plan is used with respect to other places?

Colonel BRUTON. That is correct. For instance, in our plans for recruitment in Puerto Rico we are working out the same type of cooperative arrangement.

FAMILIES OF FOREIGN WORKERS

The CHAIRMAN. You mentioned the fact that some of the workers get home sick and want to go back home and at first there is a willingness to return. Would that be remedied by permitting the worker to bring his family with him, or do some of them bring their families?

Colonel BRUTON. With some of the governments there is an agreement permitting the workers to bring in his wife.

The CHAIRMAN. What is the percentage of the families coming in, say, from Bahama?

Colonel BRUTON. I think about 20 percent have been women.

Mr. HERRELL. You refer to the size of the family?

Colonel BRUTON. Just the wife; no children.

I understand approximately one-fifth of the workers brought in from Bahama have been women.

The CHAIRMAN. And does the United States pay the cost of bringing the wife in?

Colonel BRUTON. They come in under the same contract arrangement that the other field workers do.

The CHAIRMAN. They are also workers?

Colonel BRUTON. Yes; we have only brought in agricultural workers. They work in the vegetable crops just the same as the men; they have been doing satisfactory work.

The Mexican Government has refused to permit families to accompany workers; however many farmers have requested families be included, stating that in their opinion, the Mexican workers would be much better satisfied if their wives were with them.

The CHAIRMAN. They think it would be a very satisfactory arrangement.

Colonel BRUTON. Yes; we have talked with the employers and they think so.

The CHAIRMAN. It would involve no additional expense to the employer to bring them in and maintain them after they were here?

Colonel BRUTON. No additional expense would be involved other than the 75 percent guarantee of employment for they would be brought in as agricultural workers.

The CHAIRMAN. You have not brought them in as yet just to accompany their husbands?

Colonel BRUTON. No; we have not done that.

UNIT COST PER WORKER LOWER IN 1944

The CHAIRMAN. It is noted that the number of interstate and foreign workers is estimated to increase from 100,054 in 1943 to 126,900 in 1944. However, the over-all estimated average cost per worker is placed at \$129.99 for 1943 as against \$98.30 for 1944. There

is a difference of a little over \$30 in the average cost per worker. How do you explain this?

Colonel BRUTON. We touched on that point the other day. It is due in part to the fact that some of these foreign workers are already here in this country and as explained, the cost of their transportation is already included in the 1943 obligations. This of course reduces the over-all cost shown in 1944 and the average cost per worker. The unit cost for recruiting foreign workers is considerably higher than the cost for recruiting domestic workers and you will note we are planning to substantially reduce the percentage of foreign workers in comparison to the total of the planned interstate and foreign movement.

The CHAIRMAN. Then for the purpose of any new people that are brought in that are taken back the average cost would be about what it has been, \$129?

Colonel BRUTON. The average cost per foreign worker will be about what it has been the past year.

The CHAIRMAN. I note also in this connection that while the number of workers in 1944 is more, the total cost in 1944 is approximately \$1,600,000 less than in 1943. How do you account for that larger number of workers being smaller in cost?

Colonel BRUTON. The same answer that I just gave concerning average cost applies to the total, too, Mr. Chairman.

The CHAIRMAN. To what extent are they allowed to stay here? When the job is done they go back home; do they not?

Colonel BRUTON. We have tried to keep some of the foreign workers here during the winter to the extent that they are needed in agriculture.

The CHAIRMAN. After the jobs have been done?

Colonel BRUTON. We have tried to keep some of the Mexicans throughout the winter in necessary agricultural work when they are needed and where they would not displace other domestic workers.

USE OF PRISONERS OF WAR IN FARM LABOR WORK

The CHAIRMAN. To what extent have you been able to use prisoners of war? We have the Italians here and it is expected of the Government to maintain them, and they would rather go out and work and make some money for themselves than to be bored by confinement in a camp. Why could you not use them and save the expense of importing foreign labor?

Colonel BRUTON. We have been using prisoners of war largely on farms in the general areas in which the prison camps are located.

The total number of prisoners of war used has been about 45,400, I think. They have been employed for various periods of time in agriculture, primarily for harvesting essential crops.

The CHAIRMAN. That has been satisfactory both to the employer and to the Italians themselves up to this time, has it?

Colonel BRUTON. I would say, generally so. There has been some complaint on their part, after they have gotten acclimated, about their receiving only 80 cents a day when other labor is getting considerable

more and they have a tendency not to work so hard. But the Italians have been, as a whole, I would say satisfied. The Germans have proved less satisfactory. We have received reports from a number of the German camps where they have been, you might say, conscientiously careful not to work more than about 80 cents worth a day.

The CHAIRMAN. In other words we are paying for what we get.

Colonel BRUTON. Yes.

The CHAIRMAN. Wherever you have been able to arrange for the use of prisoners of war, those who want to work, it releases to that extent the necessity for bringing in outside labor?

Colonel BRUTON. Yes, indeed.

The CHAIRMAN. Does that labor compare satisfactorily with the labor of imported workers?

Colonel BRUTON. No; I would not say it compares satisfactorily. Reports indicate their output has been considerably less, than that of foreign workers. It has been on a piece-work basis, however, so it has been fair to the grower. In that way the grower pays only for the work performed. For instance, in picking peanuts they are paid by the stack and the grower is assured about the same results for the same cost although the production per worker may be substantially less.

The CHAIRMAN. It is likely that in view of the closing or termination of hostilities between Italy and the United States that most of the Italians will shortly be returned home.

Colonel BRUTON. As I understand it, Mr. Chairman, shipping is so tight that this cannot be done. I think it may be possible for the prisoners to be given more liberal paroles than they are receiving at the present time.

The CHAIRMAN. And should be available for labor in agriculture?

Colonel BRUTON. It is possible they can work in agriculture to a better advantage than before.

Mr. TABER. At the present time they are practically paroled to the farmer; are they not?

Colonel BRUTON. That has not been done as yet, some have more freedom than others. In Arizona, for instance, they have been working in cottonfields without guards and are picked up in the evening and brought back to camp.

The CHAIRMAN. I believe I can say, Colonel Bruton, that in the opinion of the committee we would like to see you get into conference with the military authorities and provide for the employment of as many of the prisoners of war as possible. If 5,000 prisoners of war are used it saves the importation of that many foreign workers which is a material saving to the Treasury. Had you considered that?

Colonel BRUTON. Oh yes, indeed; I have.

The CHAIRMAN. And you have been conferring with the military?

Colonel BRUTON. I have been working with the Provost Marshal General's Office and the War Manpower Commission, and there has been a great deal of discussion in my office about this matter.

The CHAIRMAN. And you find fairly ready cooperation and acquiescence on the part of the prisoners themselves to go to the recruitment camps rather than be confined in a prison camp?

Colonel BRUTON. A very large majority of them have been willing to go to the agricultural subcamps established by the War Department, but the production per worker as previously explained is far below the production of free labor.

Mr. HERRELL. Prisoners of war are not equivalent to free labor, Mr. Chairman. For example, during September there were 27,400 prisoners of war employed in agriculture. They worked an average of only 8.7 days per person during the month. These were not 10-hour days; the prisoners are only allowed to be away from camp 8 hours, including travel time.

Mr. DITTER. How many days was that?

Mr. HERRELL. An average of 8.7 days per worker during the month.

Mr. TABER. What is the difference between the German and the Italian?

Mr. HERRELL. This is the total average. I do not think we have that broken down.

Mr. TABER. Could you break it down?

Colonel BRUTON. I imagine we could with the help of the Provost Marshal General's Office.

NATIVE WORKERS TO SUPPLY LABOR NEEDS

The CHAIRMAN. Have you taken into consideration, Colonel Bruton, the decrease in war production in this country and the consequent release of native workers to supply those needs?

Colonel BRUTON. Yes, indeed; but the latest information I have is that there will be an increase in the number of men required in industry, and in the armed forces.

Now, if there is no need for foreign workers I assure you they will not be brought in. Labor is brought in only on certificates of need and then only after every effort has been made to meet the demands from within the continental United States.

The CHAIRMAN. And in response to requests from employers; and it is not possible that the employer makes any undue attempt to secure these foreign workers, or that they prefer to use foreign workers supplied by the United States Government rather than use the native labor which is available?

Colonel BRUTON. No; because where a certificate of need is made it is checked and a determination is made by the Extension Service in the county and in the State, and the employer has to take any labor that is supplied. He may want to get Mexican labor and he may be given local recruits including some Japanese, or he may be given prisoners of war.

The CHAIRMAN. In other words he has got to take what you supply?

Colonel BRUTON. Absolutely.

The CHAIRMAN. And through the activities of your intrastate service you first estimate to see whether or not their needs can be supplied within their own State.

Colonel BRUTON. Absolutely.

The CHAIRMAN. So there is no chance then of a man securing foreign labor when other labor is available within the United States?

Colonel BRUTON. That is correct.

The CHAIRMAN. And unless the need is there you are not going to obligate or spend any of this money to bring workers from the outside.

Colonel BRUTON. No.

The CHAIRMAN. And any funds not used will be returned to the Treasury at the end of the year?

Colonel BRUTON. Absolutely. We see that local reeruitment is done very carefully in these communities to the extent of actually checking with families as to the number of workers who may be secured for seasonal or year-round work.

NEW LANGUAGE—PAYMENT OF CLAIMS OF FOREIGN WORKERS FOR LOSS OF PERSONAL EFFECTS

The CHAIRMAN. I see you are asking for new language in the bill, pages 5 and 6. And on page 5, beginning at paragraph (6)

Determination and payment of claims (not exceeding \$50 in any one case) of workers recruited in foreign countries (a) who, in preparation for transportation to or from the United States and subsequent failure of such transportation, have suffered losses, or (b) who have been transported to the United States and during said transportation, including embarkation and debarkation, have suffered the loss of or damage to personal effects.

What is the necessity for that authority and what amount is involved?

Colonel BRUTON. That arose initially in the move of the Jamaicans to this country where some of their baggage was lost, and their long razors were taken from them. Some of them claimed that they never got them back, and following that claims were presented. A great many of them had just claims as packages had been lost due to the volume of workers that had been handled and the transfers made from ships to trucks and trains, to camps, and in going through the Immigration Service, and so on.

The CHAIRMAN. What amount is involved in the estimate for this purpose; what do you propose to spend?

Mr. HERRELL. We are not including any specific sum, Mr. Chairman, in our estimate for this purpose. It is purely incidental. It has arisen this year, as Colonel Bruton has stated. We do not know whether it will recur or not. It was upon the recommendation of the State Department and the War Food Administration that the authority in the President's Emergency Fund Allocation, under which this program was operating prior to the enactment of Public, 45, be amended to permit us to handle these claims "on the spot" so to speak. The Bureau of the Budget suggested, and we agreed, that this language should be proposed for insertion in Public, 45 at this time as a precautionary matter.

The CHAIRMAN. The State Department recommends the adoption of this new language?

Mr. HERRELL. The State Department recommended to the Bureau of the Budget the amendment to the President's emergency fund allocation. This present proposed language change is identical to that contained in the emergency allocation.

Colonel BRUTON. The cost certainly would be very minor.

The CHAIRMAN. And if it were not added and the situation should recur it might create some friction?

Mr. HERRELL. Yes; that might cause some difficulty in recruitment.

Colonel BRUTON. There might be cases arise.

The CHAIRMAN. I notice that the authority here includes payments for loss of personal effects during embarkation and debarkation. Is not that language such that it might relieve the steamship operators of obligations for losses which they might otherwise be responsible for; in other words are we taking on the obligations that should be borne by the steamship company?

Colonel BRUTON. The Government itself arranges for the transportation service; this is its responsibility.

The CHAIRMAN. If there should be such a case would the Government be subrogated as to any claims that it had to pay where claimants did recover from the United States?

Colonel BRUTON. I could not answer that question from a legal standpoint, but I should think that the steamship company would still be responsible; and should have to bear its own responsibility and this would not be changed.

HOUSING, INTERSTATE AND FOREIGN WORKERS

The CHAIRMAN. Subitem (b) of project II for housing for interstate and foreign workers is \$8,186,374, divided into three parts:

Operation of 151 existing centers, \$4,008,705.

Construction of new centers, \$3,099,795.

Operation of new centers, \$1,077,874.

These items are repeated on page 31 of the justifications.

OPERATIONS AND MAINTENANCE OF EXISTING LABOR SUPPLY CENTERS

The first amount of \$4,008,705 for the operation of 151 existing centers seems to be a continuation in 1944 on a full-year basis of the number of centers operated in 1943 at a cost of \$2,896,388 to accommodate seventy to eighty thousand workers. The details of these centers are set forth on page 33 in the justifications by States and by types; page 34 divides them by groups of types; and pages 35 to 38, inclusive, give the cost of operation of each type in detail and in summary and will be placed in the record.

(The statements referred to follow:)

The estimated cost of management, operation, and maintenance of the existing labor supply centers, already available to the War Food Administration, for the calendar year 1944, is \$4,008,705. This estimate was determined on the basis of typical budgets of three groups of centers:

Group I.—Forty-four permanent centers with shelter for an average of 850 single workers.

Group II.—Fifty-five shelter type (portable) centers with housing for 300 or more single workers.

Group III.—Fifty-two shelter type (portable) centers with housing for less than 300 single workers.

Listed in succeeding pages are typical operating budgets for a farm labor supply center in each group.

Group I. Typical budget for operation, management, and maintenance, existing permanent center, housing capacity approximately 850 single workers

Item	Cost	Totals by phase 1 center
Personal services.....		\$15,192
1 center manager, 12 months.....	\$3,200	
1 assistant manager, 12 months.....	2,600	
1 clerk, 12 months.....	1,800	
1 stenographer, 9 months.....	1,080	
1 maintenance mechanic, 12 months.....	1,860	
2 caretakers, 12 months.....	2,640	
Estimated overtime.....	2,700	
Temporary employees (force account).....	1,000	
Deduct lapses, 10 percent.....	-1,688	
Travel.....	600	600
Transportation of things.....	500	500
Communications.....	300	300
Rents and utilities.....		5,175
Light and power.....	2,750	
Heat.....	1,225	
Water.....	1,200	
Other contractual services.....		4,275
Garbage disposal.....	750	
Shelter maintenance and repair.....	3,525	
Supplies and materials.....		2,700
Janitor and miscellaneous supplies.....	1,200	
Gas and oil and maintenance parts.....	1,500	
Equipment replacements.....		3,300
Camp operating equipment.....	550	
Camp furnishings.....	2,350	
Mess equipment.....	400	
Grand total, 1 center.....		32,042

Group II. Typical budget for operation, management, and maintenance, existing portable center, housing capacity, 300 workers or more

Item	Cost	Totals by phase 1 center
Personal services.....		\$11,085
1 center manager, 9 months.....	\$2,400	
1 assistant manager, 6 months.....	1,300	
1 clerk, 9 months.....	1,350	
1 stenographer, 6 months.....	810	
1 maintenance mechanic, 9 months.....	1,395	
2 caretakers, 10½ months.....	2,310	
Force account.....	1,000	
Estimated overtime.....	1,750	
Deduct lapses, 10 percent.....	-1,230	
Travel.....	600	600
Transportation of things.....	500	500
Communications.....	300	300
Rents and utilities.....		3,257
Land leases.....	478	
Warehouse rentals.....	478	
Light and power.....	1,015	
Heat.....	900	
Water.....	386	
Other contractual services.....		6,775
Motorized.....	1,000	
Dismantling.....	4,000	
Alter and repair shelters and tent platforms.....	1,775	
Supplies and materials.....		1,393
Janitor and miscellaneous supplies.....	643	
Replacement of blankets, ticks, etc.....	750	
Equipment replacement.....		2,125
Operating equipment.....	550	
Equipment furnishings.....	1,125	
Mess equipment.....	450	
Grand total, 1 center.....		26,035

Group III. Typical budget for operation, management, and maintenance, existing portable center, housing capacity less than 300 workers

Item	Cost	Totals by phase 1 center
Personal services.....		\$7,491
1 center manager, 9 months.....	\$2,400	
1 clerk, 6 months.....	900	
1 maintenance mechanic, 9 months.....	1,395	
1 caretaker, 9 months.....	990	
Force account.....	1,000	
Estimated overtime.....	1,200	
Deduct lapses, 5 percent.....	-394	
Travel.....	600	600
Transportation of things.....	500	500
Communications.....	300	300
Rents and utilities.....		3,257
Land leases.....	478	
Warehouse rentals.....	478	
Light and power.....	1,015	
Heat.....	900	
Water.....	386	
Other contractual services.....		6,775
Motorized.....	1,000	
Dismantling.....	4,000	
Alter and repair shelters and tent platforms.....	1,775	
Supplies and materials.....		1,393
Janitor and miscellaneous supplies.....	643	
Replacement of blankets, ticks, etc.....	750	
Equipment replacement.....		2,125
Operating equipment.....	550	
Equipment furnishings.....	1,125	
Mess equipment.....	450	
Grand total, 1 center.....		22,441

Summary—Management, maintenance, and operating costs, existing farm labor supply centers

Number of centers	Type of centers	Unit cost	Total cost
44	Group I. Permanent centers, housing approximately 850 single workers.....	\$32,042	\$1,409,848
55	Group II. Portable centers, housing 300 workers or more.....	26,035	1,431,925
52	Group III. Portable centers, housing less than 300 workers.....	22,441	1,166,932
	Grand total existing centers.....		4,008,705

These estimates are based on operating experience gained during the current year and the typical budget is based on minimum operating expenses.

CONSTRUCTION AND EQUIPMENT OF NEW LABOR SUPPLY CENTERS

(See p. 143)

The CHAIRMAN. The amount of \$3,099,795 for construction and equipment of 49 new labor supply centers is set forth on pages 39 to 43, inclusive, and will be inserted in the record here.

(The statements referred to follow:)

(b) *Construction and equipment of new labor supply centers.*—The estimated cost of construction and equipment is as follows:

1. Construction of and equipment for 14 portable shelter type (frame) centers including site development (see detailed estimate of typical center below).....	\$957,775
2. Purchase and/or construction of and equipment for 35 portable tent-type centers, including site development at 70 locations (see detailed estimate of typical portable tent-type center below)....	2,142,020
Total.....	3,099,795

Estimates, in detail, for typical centers of both types proposed for construction under this authority follow:

Estimated cost of construction and equipment for typical portable tent-type center

[35 sub units proposed to operate on 70 sites]

	Number units	Unit price	Total cost
CONSTRUCTION			
Storage shelter.....	2	\$882.00	¹ \$1,764
Laundry shelter.....	1	1,140.00	¹ 1,140
Shower shelter.....	1	1,932.00	¹ 1,932
Mess hall.....	1	3,850.00	² 3,850
Privies.....	4	704.00	¹ 2,816
Water service unit.....	4	188.00	¹ 752
Water system and well.....			¹ 3,500
Sewer system.....			¹ 2,500
Electrical system.....			¹ 1,500
Roads, drainage and miscellaneous utilities.....			¹ 1,000
Contingencies.....			¹ 920
Platforms:			
Regular.....			¹ 4,125
Assembly tent.....			¹ 400
Total.....			26,199
CAMP FURNISHINGS			
Cbairs.....	102	1.50	153
Stoves.....	56	10.00	560
Space heaters.....	2	15.00	30
Cots.....	306	6.00	1,836
Tents.....	55	80.00	4,400
Assembly tents.....	1	500.00	500
Total.....			7,479
CAMP OPERATING EQUIPMENT			
Trucks.....	1	1,000.00	1,000
Tools, hose, fire extinguisher, set.....	1	250.00	250
Office equipment, set.....	1	490.00	490
Total.....			1,740
MESS EQUIPMENT			
Ranges.....	3	105.00	² 315
Refrigeration equipment.....	1	600.00	² 600
Kitchen, set.....	1	900.00	² 900
Total.....			1,815

¹ These items are necessary at the 70 proposed sites.

² Provision for feeding at 45 sites.

SUMMARY—TENT-TYPE CONSTRUCTION COST

35 complete tent-type centers (including site development and feeding facilities), at \$37,233.....	\$1,303,155
35 additional sites (exclusive of feeding facilities) to be developed to provide for an average of 2 moves per camp, at \$22,349.....	782,215
10 additional feeding facilities to make feeding facilities available at a total of 45 sites (anticipating feeding to be either available locally or to be furnished by growers at remainder of sites), at \$5,665.....	56,650
Total construction and equipment for new tent-type centers, 1944.....	2,142,020

Estimated cost of construction and equipment for typical portable shelter type (frame construction) center

[14 such units proposed]

	Number units	Unit cost	Total cost
CONSTRUCTION			
Duplex shelter.....	38	\$882.00	\$33,516.00
Office shelter.....	1	966.00	966.00
Manager's shelter.....	1	882.00	882.00
Clinic shelter.....	1	1,198.00	1,198.00
Staff shelter.....	2	882.00	1,764.00
Storage shelter.....	2	882.00	1,764.00
Laundry shelter.....	1	1,140.00	1,140.00
Shower shelter.....	1	1,932.00	1,932.00
Mess hall.....	1	3,850.00	3,850.00

Estimated cost of construction and equipment for typical portable shelter type (frame construction) center—Continued

	Number units	Unit price	Total cost
CONSTRUCTION—continued			
Privies.....	4	\$704.00	\$2,816.00
Water service units.....	4	188.00	752.00
Water system and well.....			3,600.00
Sewer system.....			2,500.00
Electrical system.....			1,500.00
Roads, drainage and miscellaneous utilities.....			3,000.00
Contingencies.....			920.00
Total.....			62,000.00
CAMP FURNISHINGS			
Chairs.....	105	1.50	157.50
Stoves.....	81	10.00	810.00
Space heaters.....	2	15.00	30.00
Cots.....	310	6.00	1,860.00
Total.....			2,857.50
CAMP OPERATING EQUIPMENT			
Truck.....	1	1,000.00	1,000.00
Tools, hose, fire extinguisher, set.....	1	250.00	250.00
Office equipment, set.....	1	490.00	490.00
Total.....			1,740.00
MESS EQUIPMENT			
Ranges.....	3	105.00	315.00
Refrigeration equipment.....	1	600.00	600.00
Kitchen equipment, set.....	1	900.00	900.00
Total.....			1,815.00
Total cost 1 center.....			68,412.50
14 centers at \$68,412.50.....			957,775.00

The CHAIRMAN. Will you give us an explanation as to why this additional shelter is needed, where it is needed, and how much additional labor it will accommodate.

I take it for granted that all of this is portable shelter, is it?

Colonel BRUTON. It is all of the portable type, as I mentioned yesterday.

The CHAIRMAN. The tent type, portable type?

Colonel BRUTON. I should like permission to insert the written justification concerning this proposal, Mr. Chairman, for I believe it clearly sets forth the need that exists for this housing.

PROJECT 2 (B). HOUSING OF INTERSTATE AND FOREIGN LABOR

Objective.—The purpose of this project is to furnish shelter and related facilities to interstate and foreign workers in areas of labor shortages where other housing is not available.

The problem and its significance.—In order to comply with the contracts with foreign governments, under which it is possible to import foreign agricultural workers, it is necessary to provide housing and other related facilities to such workers. In recruitment for interstate use, it is also necessary to assure suitable housing in the area to which the workers' transportation is being proposed.

Need for additional housing in 1944.—In many cases, particularly with large growers and grower associations, it is not necessary for the War Food Administration to provide housing because such growers have adequate facilities for housing, feeding, and other requirements. However, a detailed survey that has been made of the need for housing in connection with the agricultural labor problem shows there are approximately 250 locations at which adequate housing would greatly facilitate the solution of the labor problem. This budget estimate only provides, however, for the acquisition or construction of 35 portable tent-type centers (to operate on total of 70 sites) and for 14 portable shelter-type (frame construction) centers for use in areas where tents are not suitable because

of weather conditions. The locations at which these centers would be placed have been selected on the basis of the immediate need in 1944 for additional housing to meet insofar as possible the requirements for manpower under the agricultural production goals.

Inasmuch as the harvesting season has presented the principal labor problem in the past, it has been possible to move mobile camps northward as the season progressed, thus permitting meeting the total need for housing with a smaller number of camps. Now, however, with the labor shortage applying not only to harvesting but also to planting and cultivating seasons, it is not possible to have such flexibility in movements of camps. The need for additional housing also arises out of the fact that in many areas housing formerly available to agricultural workers in peak seasons is now being used by industrial workers brought into the areas as a result of war work.

For 1944 the program for farm-labor transportation involving some 126,900 individuals will be exceedingly difficult without additional labor supply centers to serve as reception points, placement centers, and sites for housing and subsistence of the transported workers, especially in those essential crop areas in which private housing facilities do not permit the necessary numbers of workers to live on the land of the growers who employ them.

The labor-supply-center program for the calendar year 1944 is intimately and indivisibly linked with the farm-labor transportation program. The extent to which transportation at Federal expense can be effective in terms of the number of days of labor supplied to growers depends very largely on the existence of adequate housing facilities.

During the current year (calendar 1943) it has been possible to operate in some cases on a makeshift arrangement either using inadequate facilities or in some cases using such facilities as may have been available in areas not immediately adjacent to the area of need. This creates problems, however, in that in the former case where adequate housing cannot be assured it is difficult to get interstate workers to move into the area of need and, in addition, in many cases local health and medical authorities have raised serious objections to the facilities used. In the case where the camp is not near the area of need there is much loss of manpower involved in long hauls between camp and work, as well as additional use of and expense for gasoline, tires, and other travel requirements. In other cases there is simply no housing available even within a reasonable distance of the area of need.

Colonel BRUTON I would like to present a chart here to indicate the items in which we have been interested and are interested right now.

The CHAIRMAN. And have you standardized it?

Colonel BRUTON. This shows a building we were able to rent; we have had to install some additional facilities, such as the toilets and sewers in existing buildings.

The CHAIRMAN. You took over existing buildings?

Colonel BRUTON. That is right by lease, and that shows a case where, by making some changes, we have been able to make use of this type of shelter as a part of the camp.

The CHAIRMAN. You are adopting the most economical plan available?

Colonel BRUTON. Yes, indeed. It is our plan, in connection with the additional 35-tent-type camps that are needed, to use this same approach—wherever we can lease a building or buildings in the area of need that we can use as a part of the camp we shall do so. In connection with the 14 portable shelter type of camps that are needed we are now considering a proposal on that too, which may prove helpful. Here, for example, is an illustration where the Commodity Credit Corporation have some grainery bins that we can possibly use in constructing these 14 portable centers.

The CHAIRMAN. They are portable?

Colonel BRUTON. They are portable and would provide shelter for workers by putting in windows and doors.

The CHAIRMAN. Are you buying them or leasing them?

Colonel BRUTON. I am informed we will have to buy them.

The CHAIRMAN. The cost is small?

Colonel BRUTON. No; the cost will not be small. We shall have to make alterations in them, transport them to points of need and incur costs of erection there so that from a cost standpoint, I seriously doubt that we can construct the portable camps, even by using these bins at any smaller cost than shown in our estimate. But the Government has already spent its money for them, and owns them, we can get them without going into the open market at this time, and I think it would be better, from the over-all standpoint, so far as the Treasury is concerned, for us to make use of them.

The CHAIRMAN. In addition to that do they have any salvage value?

Colonel BRUTON. Yes; they are made out of very good material.

Mr. LAMBERTSON. You will have to put windows and doors in them?

Colonel BRUTON. Yes; we will have to provide windows and doors.

The CHAIRMAN. But it means that you would not have to wait for months to get them and you can use what we now have.

Colonel BRUTON. Yes.

The CHAIRMAN. And unquestionably the price of them would be excessive if you had to buy the material and pay for the labor at the present time.

Colonel BRUTON. Yes; we have been figuring on the cost, but at the present time the Federal Government owns them and we ought to use them.

The CHAIRMAN. I think that is a very admirable method to follow; I think it is a commendable spirit of economy to use materials we have on hand.

Mr. TABER. How do you arrive at the \$50,000 for the construction of these camps? It seems to me that is an exaggerated figure.

Colonel BRUTON. The \$50,000 limitation, to which I believe you make reference, applies to the project covering intrastate activities.

Mr. TABER. Where are you going to put up any \$50,000 camp?

Colonel BRUTON. Congressman Taber, I would like to make this explanation: The proposed limit indicated is applicable with respect to construction by the States. To my knowledge the States are not proposing any camp that approaches that limitation.

NEW LANGUAGE—RELOCATION, PURCHASE OR CONSTRUCTION OF LABOR SUPPLY CENTERS AND SERVICES AND FACILITIES

The CHAIRMAN. On page 5 of the bill is found new language, subdivision 4 of section 3 (a), which inserts a provision for "Relocation purchase, or construction of labor supply centers and services and facilities."

Under the present law there is no such authority; the present law confines you to lease, repair, and operation.

Colonel BRUTON. That is right. I should like to insert the explanation of this proposed change at this point.

(7) *Authorization for War Food Administrator to relocate, purchase, or construct farm labor supply centers and other necessary services and facilities.*—The current act, under funds available to the Administrator, authorized the * * * "lease, repair, alteration and operation of labor supply centers" but not authority to relocate existing centers or purchase or construct additional centers.

The authority to relocate existing centers or portions thereof is recommended in order to make maximum possible use of the farm labor supply centers available for this program. Such authority would permit the moving of a former Civilian Conservation Corps camp or portion thereof that may be available but which, because of its present location, may not be serving any useful purpose. This may also apply to former National Youth Administration and other Federal camps that are not located in areas where they can be used effectively in the farm labor supply program.

The authority to purchase or construct centers is considered essential to provide shelter and other necessary facilities in labor deficit areas where such facilities cannot be leased or otherwise acquired within a reasonable distance from the work area. It is planned to provide housing and other related facilities during 1944 at a total of 84 locations, using 35 mobile tent centers, on the average, at 2 sites each, to provide required housing at 70 sites and in areas where housing is required for a substantial portion of the year and the weather is such as to require more than tent shelters, it is proposed to construct 14 portable shelter-type centers. These would be in critical areas where the need for them is acute and urgent.

The CHAIRMAN. I suppose the illustration which you have just given us accounts for the necessity for purchase?

Colonel BRUTON. Yes; and under the present law we cannot relocate C. C. C. camps.

The CHAIRMAN. That is right.

Colonel BRUTON. And I do not think that was the intent of the Congress. I think that you would have been willing for us to be free to use any materials we can secure in the manner I have outlined.

The CHAIRMAN. Yes.

Colonel BRUTON. That is, of course, where they are needed and can be utilized.

The CHAIRMAN. That is shown by the example you have just given us.

I see there is no limit placed in this case under the Administrator, while in the request for similar authority for the extension service a limit of not more than \$50,000 is suggested for any one center. If we should decide to place a limit in here what should it be?

Colonel BRUTON. The estimate that we have here carries a total of \$62,000; that includes the utilities but does not include the furnishings.

NEW LANGUAGE—PAYMENT IN LIEU OF TAXES ON FARM LABOR SUPPLY CENTERS

The CHAIRMAN. Still on page 5, in subdivision 5, there is a provision for "payments in lieu of taxes on labor centers in accordance with the procedure set forth in the act of June 29, 1936 (U. S. C. 432)." That is explained on page 7 of the justifications, in note 7, the procedure of the statute referred to provides for agreements with State or local communities based upon the cost of public or municipal service to be rendered the project and the persons residing therein, but taking into consideration the benefits to be derived by the community from the project.

How much of a burden are these centers to local communities?

Mr. HERRELL. In some cases they constitute a real burden on the local communities.

The CHAIRMAN. Have you had any complaints about the service they have to render?

Mr. HERRELL. In some cases they say they cannot render the service required without financial assistance. To illustrate, in some cases,

the camps have thrown a burden on the local school system by concentrating in a particular school district a large number of people who may previously have been scattered over a large area.

The CHAIRMAN. What service do they render?

Mr. HERRELL. School service; there are a number of them in the West in irrigation districts; police and fire protection are also furnished.

The CHAIRMAN. How much do you estimate that would cost per year?

Mr. HERRELL. Our estimate for the current calendar year, based on assistance rendered to us by the B. A. E., is \$158,000.

The CHAIRMAN. Why should not these communities continue to render that service?

Colonel BRUTON. The establishment of these camps has caused a concentration of people who have formerly been scattered around and taken care of in other areas. This merely brings the burden upon the local district to take care of a group of people who have most likely never been previously provided with such service by this particular community. I should like with your permission, Mr. Chairman, to include here in the record an explanation of the proposed change in language as contained in the justification.

(8) *Authority to the War Food Administrator to make payments in lieu of taxes on farm labor supply centers.*—Because of the long period of operation each year of many of the farm labor supply centers made available for use in this program, and of the large population at some of the centers, there are considerable items of expense to local communities for many public services provided to such centers such as police and fire protection, water, education, drainage, irrigation, etc. The Bankhead-Black Act (U. S. C., title 40, sec. 433) authorized the reimbursement of public bodies for furnishing such services through payments in lieu of taxes. Since the transfer of these labor supply centers from the Farm Security Administration to the Office of Labor, it is not altogether clear that authority exists under Public Law 45, Seventy-eighth Congress, for making such payments. The proposed change would specifically authorize these payments and make it possible for local communities to provide the protection and service of the types indicated above which are a prerequisite to maintaining in the labor-supply centers labor needed in agriculture.

REASON FOR NEW LABOR SUPPLY CENTERS

(See p. 137)

The CHAIRMAN. Just why do you need these 49 new camps? You have been rendering satisfactory service up to this time and evidently have been accommodating quite a number of workers. Why can you not continue with the present facilities?

Colonel BRUTON. For one thing, the tentage we have been using is going to be in very poor shape next year, and the Army is getting to the point where it says that it cannot supply us with any more tents.

Also, we will have to furnish workers for some additional areas that have been put under cultivation. In many instances workers will be used in areas where the camps are not well located with respect to all the areas in which they are needed. Building new facilities would conserve time and transportation, and therefore cut down on the number of workers required in that particular area. In Florida, where the big air bases are located, the housing situation is very bad. Practically all living accommodations normally available there for the agricultural workers are now used by industrial workers. Additional housing must be furnished the workers needed in agriculture.

LOCATION OF PROPOSED NEW LABOR SUPPLY CENTERS

The CHAIRMAN. Will you give us a statement showing where you expect to locate these new camps?

Colonel BRUTON. We have that information on the map here.

The CHAIRMAN. We would like to have something in the record in the form of a tabulated statement, showing the camps that will be in operation and the crops that the workers will be used on, and the location.

Colonel BRUTON. We can show you the general regions of the country where the need exists for additional housing and the number of centers of the various types proposed needed in these areas. The exact locations would be determined at the time we actually get to the point of construction.

The CHAIRMAN. You have alternate sites for each of these camps?

Colonel BRUTON. Yes, sir.

(The statement requested is as follows:)

New Farm Labor Supply centers proposed for 1944, needed to provide housing to interstate and foreign workers required to meet food-production goals

Area embraced	Shelter type	Tent type	Crop
Northeastern region: Connecticut, Delaware, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Vermont, and Rhode Island.	7	-----	Vegetables, fruits, potatoes, tobacco.
Southeastern region: Alabama, Florida, Georgia, Kentucky, North Carolina, South Carolina, Tennessee, Virginia, and West Virginia.	2	14	Citrus, vegetables, peanuts.
East Central region: Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Ohio, and Wisconsin.	2	6	Sugar beets, vegetables, berries, other fruit, corn.
South Central region: Arizona, Arkansas, Louisiana, Mississippi, New Mexico, Oklahoma, and Texas.	-----	3	Cotton, citrus, vegetables.
Great Plains region: Colorado, Kansas, Montana, Nebraska, North Dakota, South Dakota, and Wyoming.	1	2	Vegetables, sugar beets.
Southern Pacific region: California, Nevada, and Utah.	-----	5	Sugar beets, vegetables.
Northwestern region: Idaho, Oregon, and Washington.	2	5	Cotton, citrus, fruit, nuts.
Total.....	14	135	

¹ These would be operated, on the average, on 2 sites each.

AMOUNT OF PAYMENT IN LIEU OF TAXES ON LABOR SUPPLY CENTERS

Mr. WIGGLESWORTH. How much have you in the estimate for payment in lieu of taxes?

Mr. HERRELL. The estimate for the current year is about \$58,000. That calculation is made by the Bureau of Agricultural Economics, and it takes into consideration I believe, the normal return to the taxing unit from the land now a part of the center, the value of the services to be rendered, and how much it would cost, if we had to install these same services directly.

The CHAIRMAN. Can you furnish a brief statement for the record that will show where you expect to make those payments?

Mr. HERRELL. Yes, sir. I might say in connection with the authority to make payments in lieu of taxes that the Solicitor's Office of the Department has determined that we now have authority to make these payments, in view of the fact that Public, No. 45 made available for

use in this program camps which previously had been in use by the department and that under the Bankhead-Black Act such payments were authorized.

As this authority to make these payments was granted in connection with the operation of the camps program it is the opinion of the Solicitor that the authority still exists even though the camps are now operated from funds available under Public, No. 45. Administratively, however, we would prefer that this authority be specifically included in the act as there may be some difference of opinion among the various legal authorities when payments are made.

(The statement requested is as follows:)

Agreements for payments in lieu of taxes on farm labor supply centers operated under Public Law 45, 78th Cong., showing taxing units, agreement periods, and approximate amounts to be paid

State and project	Taxing unit	Agreement period ¹	Approximate amount to be paid ²
Arizona:			
Aqua-Fria—RR-AZ-9	Maricopa County	July 1, 1943, to June 30, 1944.	\$228.00
Do	School district No. 44	do	800.00
Eleven Mile Corner—RR-AZ-10	Pinal County	do	200.00
Do	High-school district No. 2	do	343.00
Do	Electrical district No. 2	do	253.00
Yuma—RR-AZ-11	Yuma County	do	548.00
Do	Somerton school district No. 11	do	561.00
Do	Yuma Union High School district	do	303.00
Total, Arizona			3,236.00
Arkansas: Springdale—RR-AK-29	Washington County*	July 1, 1943, to June 30, 1944.	100.00
California:			
Arvin—RR-CF-25	Kern County*	do	740.00
Indio—RR-CF-26	Riverside County*	do	1,865.00
Do	Coachella Valley water district	do	250.00
Shafter—RR-CF-27	Kern County*	do	910.00
Brawley—RR-CF-28	Imperial County	do	None
Do	Brawley Union High School	do	120.00
Do	Brawley Elementary School	do	180.00
Westley—RR-CF-29	Stanislaus County	do	574.00
Do	Patterson Union High School	do	171.00
Do	Grayson Elementary School	do	100.00
Do	West Stanislaus irrigation district	do	459.00
Thornton—RR-CF-30	San Joaquin County	do	1,017.00
Do	Galt Junior Union High	do	365.00
Do	Woodridge irrigation district	do	282.00
Do	Reclamation district, No. 348	do	645.00
Tulare—RR-CF-31	Tulare County*	do	2,400.00
Gridley—RR-CF-32	Butte County*	do	1,123.00
Winters—RR-CF-33	Yolo County*	do	1,136.00
Yuba City—RR-CF-34	Sutter County*	do	3,112.00
Do	Levee district No. 1	do	266.00
Firebaugh—RR-CF-37	Fresno County*	do	1,815.00
Ceres—RR-CF-44	Stanislaus County	do	695.00
Do	Ceres Union High School	do	270.00
Do	Ceres elementary school district	do	285.00
Do	Turlock irrigation district	do	150.00
Woodville—RR-CF-45	Tulare County*	do	1,800.00
Total, California			20,730.00
Colorado:			
Palisade—RR-CO-19	Mesa County	Jan. 1, 1943, to Dec. 31, 1943.	1.62
Fort Lupton—RR-CO-20	Weld County	do	816.00
Do	School district No. 8	do	2,300.00
Total, Colorado			3,117.62

See footnotes at end of table.

Agreements for payments in lieu of taxes on farm labor supply centers operated under Public Law 45, 78th Cong., showing taxing units, agreement periods, and approximate amounts to be paid—Continued

State and project	Taxing unit	Agreement period ¹	Approximate amount to be paid ²
Florida:			
Osceola—RR-FL-22-----	Palm Beach County*	Oct. 1, 1942, to Sept. 30, 1943.	\$151.20
Do-----	South Florida consolidated district.	Nov. 1, 1942, to Oct. 31, 1943.	262.71
Do-----	Everglades drainage district.	do-----	116.34
Okeechobee—RR-FL-23-----	Palm Beach County*	Oct. 1, 1942, to Sept. 30, 1943.	373.54
Do-----	South Florida consolidated district.	Nov. 1, 1942, to Oct. 31, 1943.	663.78
Do-----	Everglades drainage district.	do-----	293.97
Pahokee—RR-FL-24-----	Palm Beach County-----	Oct. 1, 1942, to Sept. 30, 1943.	100.80
Do-----	Pahokee drainage district-----	Nov. 1, 1942, to Oct. 31, 1943.	117.50
Do-----	Everglades drainage district-----	do-----	77.39
Everglades—RR-FL-25-----	Palm Beach County-----	Oct. 1, 1942 to Sept. 30, 1943.	120.96
Do-----	Pahokee drainage district-----	Nov. 1, 1942, to Oct. 31, 1943.	141.00
Do-----	Everglades drainage district-----	do-----	92.82
Pompano—RR-FL-26-----	Broward County-----	Oct. 1, 1942, to Sept. 30, 1943.	31.63
Do-----	Everglades drainage district-----	Nov. 1, 1942, to Oct. 31, 1943.	25.88
Canal Point—RR-FL-27-----	Palm Beach County-----	Oct. 1, 1942, to Sept. 30, 1943.	126.43
Do-----	Everglades drainage district-----	Nov. 1, 1942, to Oct. 31, 1943.	111.98
Redland—RR-FL-29-----	Dade County-----	Oct. 1, 1942, to Sept. 30, 1943.	None
Do-----	Everglades drainage district-----	Nov. 1, 1942, to Oct. 31, 1943.	3.22
Total, Florida-----	-----	-----	2,811.15
Idaho:			
Caldwell—RR-ID-9-----	Canyon County-----	July 1, 1943, to June 30, 1944.	None
Do-----	School district No. 28-----	do-----	2,000.00
Twin Falls—RR-ID-10-----	Twin Falls County-----	do-----	None
Do-----	Independent school district No. 1-----	do-----	2,000.00
Total, Idaho-----	-----	-----	4,000.00
Missouri:			
Delmo Labor Homes—RR-MO-21.	Dunklin County: District and county-----	Jan. 1 to Dec. 31, 1943. July 1, 1943, to June 30, 1944.	273.00
Do-----	New Madrid: County and district-----	Jan. 1 to Dec. 31, 1943. July 1, 1943, to June 30, 1944.	
Do-----	Mississippi: County and district-----	Jan. 1 to Dec. 31, 1943. July 1, 1943, to June 30, 1944.	550.00
Do-----	Pemiscot County: County and district-----	Jan. 1 to Dec. 31, 1943. July 1, 1943, to June 30, 1944.	
Do-----	Stoddard County: County and district-----	Jan. 1 to Dec. 31, 1943. July 1, 1943, to June 30, 1944.	360.00
Do-----	Little River drainage district-----	Jan. 1 to Dec. 31, 1943.	
Do-----	St. Francis levee district-----	Sept. 1, 1942, to Aug 31, 1943.	80.00
Total, Missouri-----	-----	-----	3,135.00

See footnotes at end of table.

Agreements for payments in lieu of taxes on farm labor supply centers operated under Public Law 45, 78th Cong., showing taxing units, agreement periods, and approximate amounts to be paid—Continued

State and project	Taxing unit	Agreement period ¹	Approximate amount to be paid ²
Oregon:			
Yamhill—RR-OR-18.....	Yamhill County.....	July 1, 1943 to June 30, 1944.	\$1, 631.00
Do.....	Non-high-school district.....	do.....	1, 227.00
Total, Oregon.....			2, 858.00
Texas:			
Raymondville—TX-32.....	Willacy County.....	Jan. 1 to Dec. 31, 1943..	279.06
Do.....	Raymondville independent school district.	Sept. 1, 1942, to Aug. 31, 1943.	514.66
Do.....	do.....	Jan. 1 to Dec. 31, 1943..	40.00
Robstown—TX-33.....	Nueces County*.....	do.....	346.86
Do.....	Robstown independent school district.	Sept. 1, 1942, to Aug. 31, 1943.	601.54
Sinton—TX-34.....	San Patricio County school *.....	do.....	595.19
Do.....	do.....	Jan. 1 to Dec. 31, 1943..	595.19
Weslaco—TX-35.....	Hidalgo County*.....	do.....	792.21
Do.....	Weslaco independent school district.	Sept. 1, 1942, to Aug. 31, 1943.	661.00
Do.....	Water district No. 9.....	Jan. 1 to Dec. 31, 1943..	230.00
Harlingen—TX-36.....	Cameron County*.....	do.....	545.69
Do.....	Harlingen independent school district.	Sept. 1, 1942, to Aug. 31, 1943.	401.45
Do.....	Water district No. 1.....	Jan. 1 to Dec. 31, 1943..	50.00
McAllen—TX-37.....	Hidalgo County*.....	do.....	979.68
Do.....	Phorr-San Juan school district.....	Sept. 1, 1942, to Aug. 31, 1943.	818.34
Do.....	McAllen independent school district.	do.....	40.00
Do.....	Water district No. 2.....	Jan. 1 to Dec. 31, 1943..	149.00
Princeton—TX-39.....	Collin County, county school*.....	do.....	289.09
Do.....	do.....	Sept. 1, 1942, to Aug. 31, 1943.	
Total, Texas.....			7, 333.77
Washington:			
Yakima—RR-WA-10.....	Yakima County*.....	Jan. 1 to Dec. 31, 1943..	2, 000.00
Do.....	School district No. 125.....	do.....	1, 371.00
Walla Walla—RR-WA-12.....	Walla Walla County*.....	do.....	1, 300.00
Granger—RR-WA-13.....	Yakima County*.....	do.....	950.00
Do.....	School district No. 112.....	do.....	750.00
Total, Washington.....			6, 371.00
Grand total (all States).....			\$ 53, 692.54

¹ The agreement period is based on the fiscal year used by the taxing unit, but all agreements are subject to cancellation Dec. 31, 1943, the present termination date of Public Law 45. Some of the amounts due for periods prior to availability of Public Law 45, have been obligated against funds available to Farm Security Administration.

² Amount shown is best estimate based on prior years' payments and general knowledge of project situation but may differ considerably in isolated instances—where agreement has been signed by taxing unit, amount is actual computation.

³ The estimated comparable cost in 1944 is approximately \$58,000.

Mr. TABER. If you have had enough authority why do you need this language here?

Mr. HERRELL. At the time we proposed this language the Solicitor had not given us this opinion, and I assume——

Mr. TABER. Then you do not need this language at all.

Mr. HERRELL. As there may be some difference of opinion among the legal authorities when the vouchers are audited by the General Accounting Office, I think it would be helpful if this specific language were in the act.

OPERATION OF 49 NEW FARM LABOR SUPPLY CENTERS

The CHAIRMAN. The third item in this group is \$1,077,874 for the operation of the 49 new centers we have just discussed. The cost for

a typical portable shelter, of which there are 14 new, and a typical tent shelter, of which there are 35 new, are set forth on pages 44, 45, and 46 of the justifications, which we will insert in the record at this point.

(The matter referred to is as follows:)

Typical budget of operating costs for new portable shelter type center, housing capacity 300 single workers

Item	Cost	Totals by phase 1 center
Personal services		\$15,656
1 center manager, 12 months	\$3,200	
1 assistant center manager, 9 months	1,950	
1 maintenance mechanic, 12 months	1,860	
1 clerk, 12 months	1,800	
1 stenographer, 9 months	1,215	
2 caretakers, 10½ months	2,310	
Force account	1,000	
Estimated overtime	3,085	
Estimated lapses	-764	
Travel	600	600
Transportation of things	500	500
Communications	300	300
Rents and utilities		3,157
Light and power	815	
Heat	386	
Garbage disposal	500	
Water	500	
Land leases	478	
Warehouse leases	478	
Other contractual services		3,000
Operation, maintenance and repair of motorized equipment	1,000	
Dismantling and erecting of shelters upon moves between sites	2,000	
Supplies and materials		1,633
Janitor supplies	643	
Replacement of blankets, ticks, etc.	750	
Maintenance and repair of shelters	240	
Equipment		225
Replacement of mess equipment	225	
Grand total, 1 center		25,071

Typical budget of operating costs for new portable tent type center—housing capacity, approximately 300 single workers,

Item	Cost	Totals by phase, 1 center
Personal services		\$10,098
1 center manager, 12 months	\$3,200	
1 maintenance mechanic, 12 months	1,860	
1 clerk, 9 months	1,350	
1 caretaker, 9 months	990	
Force account	1,000	
Overtime	1,698	
Travel	1,000	1,000
Transportation of things	1,000	1,000
Communications	300	300
Rents and utilities		2,266
Land leases	478	
Water	500	
Light and power	810	
Warehouse rental	478	
Other contractual services		3,800
Maintenance, repair, and operation of motorized equipment	800	
Maintenance and repair of tents and tent platforms	1,500	
Dismantling and erecting facilities	1,500	
Supplies and materials		2,079
Maintenance and repair of tents and tent platforms	300	
Fuel oil	386	
Replacement of blankets, ticks, etc.	750	
Janitor supplies	643	
Equipment replacement		225
Replacement of mess equipment	225	
Grand total, 1 center		20,768

Summary management, maintenance and operating costs, new farm-labor-supply centers

Type of centers	Unit cost	Total cost
14 portable shelter.....	\$25, 071	\$350, 994
35 Portable tent.....	20, 768	726, 880
Grand total new centers.....		1, 077, 874

RATES PAID FOR OCCUPANCY OF NEW LABOR SUPPLY CENTERS

The CHAIRMAN. What rates for occupancy of these and other shelters are paid by the workers?

Mr. BARR. The average cost is 50 cents per worker per week. There are about four or five men in a shelter.

The CHAIRMAN. Does that include facilities, such as water?

Mr. BARR. Yes, sir. It does not always include light. A good many camps do not have light in the shelters.

ESTIMATED AMOUNT OF ANNUAL RECEIPTS FROM RENTAL OF NEW LABOR SUPPLY CENTERS

The CHAIRMAN. What is the estimated amount of these receipts for the year?

Mr. BARR. At the present time—the rentals were started last April and the collections have amounted to about \$300,000. I expect on the existing camps during the year it will run in total amount to about \$500,000.

The CHAIRMAN. Does that go into the Treasury?

Mr. BARR. It goes directly into the miscellaneous receipts of the Treasury.

The CHAIRMAN. It does not go into a fund over which you have any control?

Mr. BARR. That is right.

The CHAIRMAN. What revenues of all kinds are received in the operation of the program that are covered into the Treasury and might be considered as an offset against the total appropriation, in order to arrive at a net cost of the program? What revenues are received from all sources?

Colonel BRUTON. There is the rental item and the feeding program, for which we are proposing a revolving fund.

The CHAIRMAN. What we want to know is what cash income you have that reverts to the Treasury, and to that extent offsets the cost of the program? You have no more receipts than those you have mentioned?

Colonel BRUTON. I do not think of anything else.

The CHAIRMAN. You have no income from any other source?

Colonel BRUTON. Not that I know of.

The CHAIRMAN. Suppose you supplement your remarks by giving us a statement in reference to this recovery for the Treasury as an offsetting figure for expenses, with an estimate of what it will be for 1944.

Mr. HERRELL. Yes, sir; we will give you that.

(The information requested is as follows:

The estimated collections for 1944 from use and occupancy of the housing to be furnished under this appropriation (including the additional housing provided for construction) will approximate \$600,000.

INTERCHANGEABLE USE OF LABOR SUPPLY CENTER CAMPS

The CHAIRMAN. In connection with the maintenance of your labor supply centers, there are 250 centers to be operated by the State extension service for intrastate workers and 200 to be operated under your administration for interstate and foreign workers.

Are these centers used interchangeably for the interstate and intrastate workers?

Colonel BRUTON. Yes. It all dovetails into one camp program.

The operation of the camps by the extension service is primarily for intrastate workers. The camp program operated on the Federal side is primarily for interstate and foreign workers.

The CHAIRMAN. Then your interstate labor is assigned and are in places where there is an interstate camp, and that housing is utilized for that purpose?

Colonel BRUTON. Yes; but if any housing exists in the area (including camps that may have been used by the intrastate workers) that is not in use, it is available for use by the interstate and foreign workers; or the reverse is equally true.

The CHAIRMAN. Do you keep separate accounts between the interstate and intrastate workers on account of the shelter payments and subsistence?

Colonel BRUTON. As I said, when a camp is primarily set up to house intrastate workers, even though a small number of interstate workers are housed there, we do not require the States to keep detailed separate accounts showing separately receipts for occupancy collected from the two different classes of workers. This program is really financed from one sum of money. In my opinion, we would be incurring a lot of unnecessary expense in "splitting hairs" on such separations, particularly since the workers change from month to month or from week to week, and to maintain such separations would probably result in a lot of money shifting back and forth for no particular reason, between the two projects.

The CHAIRMAN. Are there instances where you have two sets of camp management, which leads to duplication?

Colonel BRUTON. No: each camp is under one management, and the total camp program is coordinated at the Federal level.

The CHAIRMAN. Do you think it would be in the interest of economy of operation and supervision to have the camp management all under one authority, to be responsible for the housing of both classes?

Colonel BRUTON. No: because on the Federal side there is the responsibility of the Federal Government to foreign governments, which in my opinion could not satisfactorily be passed on to the States. We have to keep a very close watch on the contracts with the growers making a detailed check of pay rolls to determine compliance with the international agreements and the agreement between the Federal Government and the worker: also we have to send back to the government from which these foreign workers come certain sums deducted from their wages, all of which makes it necessary for representatives of the Federal Government to be working with them almost continuously.

The CHAIRMAN. Why do you have to have two overhead agencies?

Colonel BRUTON. Responsibility for the entire farm-labor program was vested in one agency, the War Food Administration, under Public Law 45.

The CHAIRMAN. Why should not the native intrastate and interstate workers all be under one agency?

Colonel BRUTON. The intrastate work is closer to the States. If all the States could meet their agricultural-labor needs from within their respective boundaries I would see no need for a Federal program. The fact remains, however, that the States have not and cannot meet their total needs from within their own boundaries. This necessitates a Federal program aimed at supplying the various State deficiencies in order to secure maximum food production. Inasmuch as it is necessary for the Federal Government to take a part in the program, it is important that it be in a position to direct the program.

The CHAIRMAN. If you put that all under one organization would you not save considerable overhead? Instead of having two staffs, could you not have just one staff?

Colonel BRUTON. We do not have two staffs, Mr. Chairman.

(Discussion off the record.)

COMMODITY CREDIT CORPORATION BUILDINGS

Mr. JOHNSON of Oklahoma. As to these houses, of which you have shown the committee pictures, are they already constructed; are any appreciable number of them constructed?

Colonel BRUTON. There is a very large number of them in storage.

Mr. JOHNSON of Oklahoma. Where?

Colonel BRUTON. I think Mr. Barr is checking on their location and he can tell you about that.

Mr. BARR. There are some at Houston and some at Dallas, or Fort Worth.

There are quite a number at various points in the Middle West, in the spring wheat areas. A good many of them are knocked down. They are still at the manufacturers. They are the prefabricated, movable type.

Mr. JOHNSON of Oklahoma. Did you get them all from one manufacturer?

Mr. BARR. We have not yet purchased them. They were built for the Commodity Credit Corporation.

Mr. JOHNSON of Oklahoma. For what purpose?

Mr. BARR. For grain storage.

Colonel BRUTON. They were built for grain storage, and they are of the portable type.

Mr. JOHNSON of Oklahoma. They would have to have windows in them?

Colonel BRUTON. That is right.

Mr. JOHNSON of Oklahoma. About what is the cost of these buildings?

Mr. BARR. We are getting some estimates on them now. I think the rough estimate of the cost is around \$250 to \$300. We estimate that it would probably cost, roughly, \$160 to put the windows in and set them up on the site. But that does not include the cost of freight.

We are still working on the freight cost to take them from where they are to where they are needed. This will of course vary, depending on the distance they will have to be moved.

Mr. JOHNSON of Oklahoma. They are well constructed, and will be warm enough for a family to live in?

Colonel BRUTON. They are really better constructed than we need.

Mr. BARR. They are better than anything we can get now.

Mr. JOHNSON of Oklahoma. I am glad you are getting something more practical than the suggestion previously made to this committee. I have not forgotten the statement put out by the Department saying that these imported workers would have to be housed the same as other people. This seems to be a very reasonable proposition.

Mr. TABER. Do you not think that \$68,000 is a lot of money to be put into one of these camps?

Colonel BRUTON. Yes, I do think it is a lot of money. But it is based on the construction of the portable type, with the idea that they will be available for use wherever they are needed. They would permit almost continuous use, in that they can be moved progressively, as the seasons and crops demand. Actually, though portable, these camps are needed for almost year round use where we plan to construct them, because of weather conditions and crops. The fact they cost this much is another reason why there are only 14 in the proposal. We have restricted the number to what we feel is an absolute minimum.

To be right honest with you, if we can get the grain bins in the quantity that we hope we can, I think we will find that the \$68,000 is more than will be spent on these 14 individual camps. I seriously doubt, now however, that we shall be able to get the tents we had planned on in connection with the other 35 camps that are needed. In view of this fact, it may be necessary to substitute these grain bins also for some of these tents we had been planning to use. To the extent that this is necessary, I can only hope that the savings on the 14 centers, by use of these bins, will offset the excess cost that would be involved in substituting these bins for the tents we had planned to use in the 35 tent-type centers.

Mr. TABER. How many people would one of these set-ups take care of? How many would these 38 units provide for?

Colonel BRUTON. Those are estimated to take care of 300 per camp.

Mr. TABER. They would only be used in some of the places where they have a tremendously big ranch, or something of that kind?

Colonel BRUTON. Usually they would be located in a highly cultivated area, such as the production of vegetables. All of our smaller camps are of the portable tent type.

Mr. TABER. The 38 units would accommodate 300 people?

Colonel BRUTON. Yes.

Mr. TABER. With about eight in a unit?

Colonel BRUTON. That is about it.

Mr. TABER. The whole set-up seems to be on a pretty elaborate scale. You have not had anything of that kind this year, have you?

Colonel BRUTON. Yes; we have had those centers that were previously in use by the Department. I think there are 44 of the permanent type in the present program.

Mr. TABER. They have been set up by the Farm Security Administration?

Colonel BRUTON. Yes, sir. Of course, those are much more expensive and are of a permanent type. These are much more simple and are all portable. Our plan in connection with housing is simply to meet the need that exists.

Mr. TABER. Have not a great many of these farmers provided camps themselves for a considerable number of their help?

Colonel BRUTON. Yes; a great many of them have housing, particularly in the large cooperative grower areas. You will find a great deal of housing provided on the west coast, where in normal times they have migrant labor throughout the year.

FEEDING OF FARM LABOR WORKERS

Mr. TABER. How did you feed these people last year? Were they fed by the farmer who had them in to help him, or were they fed in some other way?

Colonel BRUTON. The feeding during the past year was done by the farmer, where he furnished the housing, and he would still do the same next year.

Mr. TABER. Why should he not continue to do that?

Colonel BRUTON. He will continue just the same in the next year. The ones to be fed in camps next year are the ones that are fed in the camps now. It was necessary to set up some sort of a contractual relationship for operating messes because under the law the money would have gone directly to miscellaneous receipts, and we would not have had enough money to even get started on the year's program. We did not believe this was the intention of Congress. What we are proposing for 1944 is a revolving fund.

Mr. TABER. I understand that, but it means a good deal of losses when you get into that sort of thing.

EXPANSION OF HOUSING FACILITIES

Mr. WIGGLESWORTH. Is this contemplated expansion of construction facilities based on the desire for more facilities?

Colonel BRUTON. Do you mean more dispersion?

Mr. WIGGLESWORTH. More dispersion, yes, or is it simply on a mathematical basis of the increase in the number of workers you want to house?

Colonel BRUTON. It is based on both. We are going to have to transport and house more workers, and we are going to have more mobility.

Mr. WIGGLESWORTH. As I read the figures, you have 151 centers already, 44 permanent and 107 portable. Why is not that enough, as a practical proposition? You do not need one of these centers for each particular job that needs to be done, do you?

Colonel BRUTON. No, we do not, but we have to have cover somewhere for these people, and we do not have enough.

Mr. WIGGLESWORTH. You said part of this was desirable for dispersion.

Colonel BRUTON. Yes. There is a need for greater dispersion.

Mr. WIGGLESWORTH. Do you need every one of these additional facilities you are asking for here?

Colonel BRUTON. Yes, sir; actually, based on our estimates, we need more than that.

Mr. WIGGLESWORTH. To take care of the workers you are going to bring in?

Colonel BRUTON. Yes, sir.

Mr. WIGGLESWORTH. You could not get along with less construction?

Colonel BRUTON. No; I think that is the very minimum.

Mr. WIGGLESWORTH. In other words, you have to have 200 camps, whether in 1 place or 200 places? You have to have that capacity?

Colonel BRUTON. We need that capacity; yes, sir.

AGRICULTURAL PRODUCTION IN PENNSYLVANIA AND NEED FOR LABOR

Mr. DITTER. How does the value of agricultural commodities of Pennsylvania compare with that of the agricultural commodities of other States; do you know?

Colonel BRUTON. No, sir; I could not answer that question.

Mr. DITTER. Do you know where it stands in the agricultural line-up of the States?

Colonel BRUTON. You mean as to the value of production for the State?

Mr. DITTER. Yes.

Colonel BRUTON. Perhaps Mr. Wilson can supply that information?

Mr. WILSON. I have the figures of the 5-year total of farm production for the period from 1938 to 1942. For Pennsylvania that runs to \$1,487,699,000 out of a total for the country for that same period of \$50,453,000,000. Those figures would be much higher now, with the change in prices.

Mr. DITTER. How does it stand relatively, with some of the other States? Does it stand as No. 1, No. 12, or No. 15, or where does it stand?

Mr. WILSON. The highest is California. Texas comes second. Illinois and Iowa are in the same group. Pennsylvania would be, I would say, roughly around No. 12 or No. 13.

Mr. DITTER. How do you account for the fact that the needs of Pennsylvania for this importation of farm workers is relatively so low?

Mr. WILSON. There is quite a difference in the type of agriculture. It runs higher where you have specialized crops, such as fruit, rice, vegetables, and sugar-beet crops.

Mr. DITTER. It does not have anything to do with the types of farmers that are there?

Mr. WILSON. Of course, Pennsylvania is able to draw upon intra-state labor from the coal-mining area. Pennsylvania was furnished some labor this year.

Mr. DITTER. How much of that has been imported?

Mr. WILSON. There were 425 workers made available to growers in Pennsylvania.

Mr. DITTER. That is foreign. How much are you putting from other States into Pennsylvania?

Mr. WILSON. I believe some year-round domestic workers have been moved into Pennsylvania, but other than that there have been no requests for any workers from outside the State, except the foreign.

Mr. DITTER. Have they supplied any to other States?

Mr. WILSON. There was a small number that were transported to Vermont by the War Food Administration.

Mr. DITTER. Is any part of this project we are now considering, throughout this whole resolution, which goes into the State of Pennsylvania?

Mr. WILSON. Yes; Pennsylvania has quite a substantial set-up from the standpoint of recruitment and placement of local labor, and the operation of a number of intrastate camps, including some former C. C. C. camps, now in use in this program.

Mr. DITTER. Is the Commonwealth cooperating? Is the State itself cooperating?

Mr. WILSON. Yes, indeed.

Mr. DITTER. What part of it is supervised by the State and what part by the Federal Government?

Mr. WILSON. The State agricultural extension service in Pennsylvania has been cooperating with the War Food Administration on farm labor, the same as the other 47 States, and the State director operates the same as the State directors of New York and California.

Mr. DITTER. Do I understand correctly that the personnel request included in the present resolution is double that which was provided last year?

Mr. WILSON. On the intrastate—

Mr. DITTER. No; on the program as a whole, as we have it in the green sheets?

Mr. HERRELL. Of course, the personnel set-up on the intrastate project is not shown in detail in the green sheets because the funds available from this appropriation for that project are shown in lump-sum fashion under the item "Grants, subsidies, and other contributions," inasmuch as they are paid to the States. But answering your question specifically, considering the program planned for 1944 would be on a full-year basis as compared with a part-year basis in 1943, we are not planning any such over-all increase as that suggested.

SATURDAY, NOVEMBER 20, 1943.

STATE AND LOCAL CONTRIBUTIONS TO THE FARM LABOR PROGRAM

The CHAIRMAN. Before we take up the details of the bill, we would be glad, Colonel Bruton, if you would give us a tabulation, or perhaps Mr. Wilson could supply it, showing the expenditures by all of the States that are contributing funds for these two projects.

Mr. WILSON. The expenditures and appropriations by State legislatures?

The CHAIRMAN. Well, funds available from any source provided by the States.

Mr. TABER. That is, other than allotments that came out of this appropriation.

Mr. WILSON. There are six or seven States that have made specific appropriations. Of course, the State colleges contribute office space that does not represent a cash outlay but does involve a real contribution.

The CHAIRMAN. Could you give us an estimate covering all of it? Mr. WILSON. It would be very difficult to supply complete information.

The CHAIRMAN. In that connection we would also like to know what the counties and municipalities have contributed.

Mr. WILSON. Again, it will be very difficult to supply the information desired, since no survey of the States has been made covering that point. We do know that counties, municipalities, civic groups, and public-spirited individuals have contributed office space, use of equipment, clerical assistance, and other services which have greatly reduced the expenditures of the State extension services for the farm labor program.

Mr. TABER. Give us as complete a résumé of that as you can.

(The information requested follows:)

STATES MAKING APPROPRIATIONS OR ALLOCATIONS FROM STATE FUNDS FOR FARM LABOR PROGRAM

The following States made appropriations or allocations from State funds for farm labor during 1943:

	<i>Amount of appropriation or allocation</i>
California	\$1,500,000
Connecticut	50,000
Maine	19,000
Massachusetts	50,000
New Jersey	10,000
New York	130,000
Vermont	9,500

In addition to the specific cash appropriations or allocations listed above, States, counties, and localities have in various ways directly or indirectly augmented the Federal funds apportioned to States for farm labor work under Public Law 45.

Examples.—State extension services have carried farm labor personnel on nonfarm labor fund pay rolls until new personnel could be found to fill vacancies caused by transfer of regular extension personnel to farm-labor work. Extension services have contributed the part-time services of many employees who have assisted with the farm labor program. Office space, clerical services, and equipment have been provided at State and county levels without charge to farm labor funds. County and local governments, chambers of commerce, civic groups, and individuals interested in food production have made similar outright contributions, or have provided the facility or service at a fraction of true cost. In connection with farm labor supply centers, the War Department has loaned tents and mess equipment. The Boy Scouts and similar youth and civic groups have borne a considerable part of the cost of establishing and operating labor camps and of the supervision of workers housed in such centers.

ALLOTMENTS TO STATES FOR FARM LABOR INTRASTATE ACTIVITIES

The CHAIRMAN. Could you give us, Mr. Wilson at this time your allotments of the \$10,300,000 for 1944 that were estimated for the first project, No. 1?

Mr. WILSON. By States?

The CHAIRMAN. Yes.

Mr. WILSON. The proposed appropriation for 1944 has not been broken down by States.

The CHAIRMAN. You do not think it would be practical to do that?

Mr. WILSON. I am afraid not, at this time.

The CHAIRMAN. Suppose you give us as near as you can just a statement showing all the allotments of the \$10,300,000, your tentative allotments and what they secured for 1943.

Mr. WILSON. The allotment of new funds for 1944 will depend upon the balances left over from 1943. I believe the table showing the amounts of money States think they will need in 1944 will supply a picture of the relative proportion of funds which will go to each State.

The CHAIRMAN. Give us a consolidated statement at that point of the allotments to the States from this amount.

Mr. TABER. You do not have that, do you?

Mr. WILSON. By employing the formula suggested in the proposed new language section, 2 (b) of the subcommittee print, it would be easy to compute the distribution of the \$10,300,000 to the States. The figures would be misleading, however, since many other factors must be taken into consideration in apportioning the funds according to farm-labor needs. Seasonal developments during the production period may suddenly greatly increase or decrease the need for farm labor in a given State.

The table on page 68 shows the expenditure of farm-labor funds during 1943 by States. The table on page 82 sets forth the need for farm labor funds in 1944 as anticipated by the State extension services. These two tables provide a reasonably good guide to probable apportionment of funds to States in 1944. Payments to States are made in installments so that adjustments can be made in accordance with current changes in the farm-labor situation.

CAMPS OPERATION COSTS

Mr. TABER. With reference to these buildings: I am wondering if we could not have a table that would show in the first half of it the camps that are operated by the Extension Service, the number of people in each one, the length of time operated, and the cost; and in the same figure with reference to the ones that are operated by the Federal agencies. I wonder if we could not have one table that would show all of that?

Mr. WILSON. Mr. Taber, on the State side many labor camp operations are still in progress or have only recently been completed. We have not as yet, and will not until the end of the calendar year, receive a comprehensive financial report from each State.

I have a table showing the number of such supply centers operated in each State, the number of people housed in such centers. It would be rather difficult at this time to furnish a complete picture of the camp operations of State extension services. The situation is further complicated by the fact that we have had a lot of cooperation from the Boy Scouts, the chambers of commerce, and other organizations which have shared the financing and management of the farm labor camps.

Mr. TABER. I was not asking for the total cost; I was asking for the operating cost.

Mr. HERRELL. Even so, Mr. Taber, in talking about operating costs: Do you have reference only to the costs chargeable to funds made available from this appropriation?

Mr. TABER. No; everything.

Mr. HERRELL. That is the point of difficulty. We would have to get in touch with the various organizations which are cooperating in the program and get them to furnish it. There may be cases

where ordinarily camps would be operated as Boy Scout camps and where this year they were used not only for that purpose, but also were available for other workers as well.

It would be difficult to determine on any sound basis, the extent to which the cost of operating the camp might be theoretically divided between the value to the Boy Scouts organization per se and the value of the contribution made to this program.

Mr. TABER. Well I do not know; it may be you cannot do it.

FARM LABOR CAMPS OPERATED BY EXTENSION SERVICE

Mr. WILSON. I shall be glad to supply a table showing the number of such camps receiving some financial support from State agencies, the number of people that were housed in such camps, and the estimated number of places where they think camps should be operated in 1944.

Mr. TABER. That can all go in.

(The table referred to follows:)

TABLE 15.—*Transportation and housing intrastate workers by State extension services, telegraphic report from States, Oct. 1, 1943*

State	Intrastate transportation number of workers 1943	Number of labor camps receiving financial support 1943 ¹	Number of workers housed in labor camps 1943	State estimation of labor camps where new construction is desired in 1944
Alabama.....	None	5	-----	3
Arizona.....	814	13	8,500	5
Arkansas.....	None	None	None	None
California.....	2,000	None	None	40
Colorado.....	None	10	1,400	9
Connecticut.....	0	15	3	3
Delaware.....	1,372	11	1,372	3
Florida.....	None	None	None	15
Georgia.....	None	None	None	None
Idaho.....	300	7	2,387	5
Illinois.....	None	4	680	5
Indiana.....	90	6	1,023	20
Iowa.....	423	None	None	6
Kansas.....	None	None	None	None
Kentucky.....	None	None	None	None
Louisiana.....	None	13	8,420	25
Maine.....	558	13	990	50
Maryland.....	1,034	25	3,000	14
Massachusetts.....	9	1	40	None
Michigan.....	3,500	8	366	15
Minnesota.....	825	4	388	6
Mississippi.....	None	None	None	4
Missouri.....	450	None	None	25
Montana.....	317	2	66	None
Nebraska.....	800	None	None	4
Nevada.....	275	None	None	2
New Hampshire.....	250	3	155	None
New Jersey.....	75	7	950	20
New Mexico.....	250	7	3,550	5
New York.....	1,390	37	5,962	12
North Carolina.....	None	7	2,293	6
North Dakota.....	902	None	None	None
Ohio.....	469	34	1,112	42
Oklahoma.....	1,169	None	None	None
Oregon.....	16	None	None	12
Pennsylvania.....	1,054	10	1,003	5
Rhode Island.....	None	None	None	None
South Carolina.....	None	None	None	10
South Dakota.....	47	3	210	2
Tennessee.....	282	1	232	3

¹ The amount of the financial support given to these camps varies from the incidental costs negotiations through which the camps are made available (full operating cost in this case may be borne by the organization or other party owning the camp) to the total operating costs of a camp with housing for 200 or 300 workers.

TABLE 15.—*Transportation and housing intrastate workers by State extension services, telegraphic report from States, Oct. 1, 1943—Continued*

State	Intrastate transportation number of workers 1943	Number of labor camps receiving financial support 1943 ¹	Number of workers housed in labor camps 1943	State estimation of labor camps where new construction is desired in 1944
Texas.....	200	12	4,000	50
Utah.....	390	1	280	4
Vermont.....	98	2	78	None
Virginia.....	303	14	3,843	20
Washington.....	None	1	491	None
West Virginia.....	730	2	546	5
Wisconsin.....	1,600	None	None	6
Wyoming.....		5	748	3
Total.....	21,942	283	54,088	464

FEEDING INTERSTATE AND FOREIGN WORKERS

The CHAIRMAN. Continuing our consideration of project No. 2, as set forth on the second page of the digest which you have submitted. Sub-item (c) of project 2 is \$2,025,000, or feeding of workers. I note that this is a proposed working fund for feeding some 54,000 workers, for whom other feeding facilities are not available, at \$1.25 per day each. The project contemplates a total operation of \$12,396,250 for the year as set forth on page 47 of the justifications. You might include the reference to this project in your statement.

(The statement referred to follows:)

PROJECT 2 (C) FEEDING FOR INTERSTATE AND FOREIGN WORKERS

(Working capital—almost entirely reimbursable)

Purpose.—To provide an operating fund to finance the supplying of food to the agricultural workers in the labor supply centers operated by the War Food Administration.

The problem and its significance.—Most of the labor supply centers are located in rural areas in which there are no facilities for the feeding of large numbers of interstate and foreign workers. It is, therefore, necessary for the Government to establish and operate facilities for feeding these workers in order to comply with contracts with foreign governments and also to assure interstate workers that such facilities exist in order to get them to move into the areas where labor is needed. Wherever it is possible to use grower or other feeding facilities this is done.

Financial requirements.—The estimate includes \$2,025,000 to be used as a working fund for the purchase of food, the employment of personnel for its preparation, and other necessary costs incident to feeding foreign and interstate workers engaged in agriculture. The estimate is based on the proposed language change which would make possible crediting the current appropriation with the receipts from the sale of food to workers. If this language is not adopted, it will be necessary, in order to finance the feeding program, to increase this sum to a total of \$12,396,250 because under present language receipts from sale of food go into "Miscellaneous receipts" of the Treasury. The estimate of \$2,025,000 is based on the necessity for providing a working fund to cover needs of a 30 day period pending credit of receipts to the appropriation. The 30-day period during which maximum operations are anticipated was used in computing the estimate. This \$2,025,000 would provide costs of subsisting an estimated 54,000 workers at \$1.25 per day for 30 days. During the current year the nonreimbursable cost of the feeding program to the Federal Government is estimated at \$30,000. It is not expected that the nonreimbursable costs during 1944 will greatly exceed this sum, even though a greater number of foreign and interstate workers would be moved under the estimate.

The CHAIRMAN. Apparently this operation is carried on in the calendar year 1943 under contract with an estimated outlay of about \$30,000. Please tell us why you propose to change this procedure at this time; why have you found it not satisfactory?

Colonel BRUTON. It has been carried on under contracts with the health associations, and they are not desirous of continuing it. They have done it this year to assist in getting underway quickly in the emergency, and they undertook this in the middle of the seasonal operations, until we could make other arrangements. This was necessary in order to furnish food to the interstate and foreign farm workers, as they were brought into the areas of need. The men that are in charge of these camps on the Federal side have had to help the associations in many ways. They have had to spend almost as much time in this feeding activity as if there had been no contract. In other words, the contract simply made it possible for the associations to collect from the workers for meals served, and pay the bills, thus permitting these funds to be used as a revolving fund and thus continue available for messing. It would be a much more efficient operation if they were operated directly by the camp personnel in all respects, including the financial activity.

The CHAIRMAN. Colonel Bruton, how do you propose to handle it in 1944; what is your proposal?

Colonel BRUTON. We propose to handle it just like we do any direct Government feeding operation.

The CHAIRMAN. Will this \$2,025,000 be returned to the Treasury intact at the end of the year?

Colonel BRUTON. Substantially. This year, as you see, we estimate a nonreimbursable cost of approximately \$30,000 on feeding activities. This same cost next year will probably be somewhere near the same amount.

The CHAIRMAN. Who will furnish the personnel and equipment for food handling?

Colonel BRUTON. We shall, as a direct Government activity. We would employ, in general, the same methods of operation as are used in the Army camps.

The CHAIRMAN. Who will supply the personnel?

Colonel BRUTON. The personnel will be employed by the Federal Government at the camp; they will consist of cooks and other employees similar to the way the Federal Government operates any construction camp mess.

The CHAIRMAN. How is the estimate of \$1.25 per day per worker arrived at?

Colonel BRUTON. It is based on our experience during this year.

The CHAIRMAN. Do you expect the price of food and the ability to secure food throughout this year will remain at a level that will enable you to operate for this money?

Colonel BRUTON. I do not think there will be any material change.

The CHAIRMAN. Not enough to make a great deal of difference?

Colonel BRUTON. No; currently it has averaged approximately \$1.20 per man per day.

The CHAIRMAN. On page 9 of the bill I see that you are asking for some new language. In subsection 5 (d) you request a provision there to—

credit all receipts from the furnishing of subsistence to workers to the appropriation—

so that it can be used as a revolving fund for this subsistence operation. Under the present law any such receipts are covered into the Treasury.

Colonel BRUTON. Yes, if we were operating any such feeding operations directly, but we are not operating these messes directly this year.

The CHAIRMAN. The money all comes into the Treasury, does it not?

Colonel BRUTON. Yes; under the present system. If we carry on this operation next year as we now contemplate doing without the change in language proposed it means that this \$12,396.250, as estimated here would be required and would go into the Treasury. Of course that would make it impossible to carry on other phases of the program as planned.

The CHAIRMAN. How much of an administrative organization will it be necessary to set up in order to handle this part of the work?

Colonel BRUTON. It would require little more organization than we and the health associations at our expense have at the present time. It would depend, of course, too, upon the number of camps to be operated.

The CHAIRMAN. And where would you pay for that additional organization; would it come out of receipts or would it come out of what you are asking?

Colonel BRUTON. Those additional costs, if any, that are directly connected with the feeding operation at the camp would come out of receipts. That is, the \$1.25 includes the costs of the food, its preparation, serving, and incidental supplies.

The CHAIRMAN. That all comes out of receipts?

Colonel BRUTON. Yes, from the mess.

The CHAIRMAN. Would any part of that administrative expense come out of anything carried in this bill?

Colonel BRUTON. Yes; but the only expense, other than that included in the \$1.25, is the part time incidental supervision given to the feeding operations by the camp manager and other activities performed by personnel we have this year that is responsible from the over-all standpoint in such things as diet, procurement, payment of bills, and so forth.

The CHAIRMAN. Just where would that be and how much would it amount to?

Mr. HERRELL. This expense, that is not not included in the \$1.25, is in the operating expense item, Mr. Chairman. Inasmuch as it is generally only part of the functions of various personnel we do not have a separate project to cover such costs.

The CHAIRMAN. You have no fund set up for that purpose, showing what it will come from. Are you able to show that it will be charged to some other item?

Mr. HERRELL. Mr. Chairman, it has been necessary this year to furnish much detailed planning, some supervision, and much clerical work in the feeding program in the Office of Labor, even though we have operated the messes by contract. I believe Colonel Bruton has already discussed the reasons for this. The same amount of planning and supervision will be needed next year. In other words, we have made no provision for any increase in operating costs as a result of the planned change in feeding.

The CHAIRMAN. I understood Colonel Bruton to say that there would be a little additional personnel, which personnel would be provided from some section of this bill.

Colonel BRUTON. No; I said the supervision would be the same as now exists, but that this is not included in the \$1.25 per capita as a part of the camp operation.

The CHAIRMAN. It will come out of some other section of the bill?

Mr. HERRELL. That is correct.

The CHAIRMAN. How much is that?

Colonel BRUTON. We consider that expense part of the general operating expenses, Mr. Chairman.

The CHAIRMAN. Could you supplement your testimony here showing just how much of this personnel that you are requesting will come from the operation part of the bill?

Colonel BRUTON. Yes; we shall supply at least an estimate.

(The information requested follows:)

TABLE 16.—*Employees engaged full or part time in feeding program not paid from funds derived from meal charges*

Title	Annual salary rate	Full time	Part time
DEPARTMENTAL			
Chief, Shelter and Feeding Division.....	\$6,500		X
Head, Feeding Section.....	5,600	X	
Field supervisor.....	3,800		X
Clerk-stenographer.....	2,000	X	
do.....	1,800	X	
Clerk.....	1,800	X	
Assistant clerk-typist.....	1,620	X	
TYPICAL REGIONAL STAFF IN EACH OF THE 7 OFFICES			
Regional Chief, Shelter and Feeding Division.....	4,600		X
Regional Head, Feeding Section.....	3,800	X	
Senior administrative assistant.....	3,200	X	
Junior administrative assistant ¹	2,600	X	
Senior clerk.....	2,000	X	
Procurement clerk.....	2,000	X	
Clerk-stenographer.....	1,800		X
Assistant clerk-stenographer.....	1,620	X	
Junior clerk-stenographer.....	1,440	X	
FARM LABOR SUPPLY CENTER			
Center manager.....	3,200		X
Center clerk.....	1,800		X

¹ This position approved only for 3 regions having heavy feeding programs.

There are other employees in the Administration who, in the course of their regular duties, will devote a minor portion of their time to the feeding program. In such cases, the work generally can be absorbed with their regular duties and no provision is made in the estimate for the employment of additional personnel.

COST OF FOOD, AND NATURE OF DIET

The CHAIRMAN. Of this \$1.25 per day can you tell us how much of that is for food and how much is for the handling and preparation, and for administration?

Colonel BRUTON. I would say that roughly around a dollar is for the purchase of food and supplies for the mess and its preparation, and around 25 cents is for general operating expenses directly related to the feeding activity.

The CHAIRMAN. Of the \$1 for food and its preparation how much of that dollar is actually for food, raw materials, delivered to the camp ready for preparation?

Colonel BRUTON. I would say, based on the Army ration for the last year's purchases, which is a fair estimate, that from 60 to 70 cents is for food.

The CHAIRMAN. How was the menu made up? Do you follow the Army ration menu exclusively?

Colonel BRUTON. No; not explicitly. We have taken this as an example and we have also borrowed from the service camps Army mess sergeants to assist in the preparation of menus. We have tried to vary these menus to conform to the tastes of the workers. For instance, for the Mexicans, we try to give them beans and white corn meal such as they use in their tortillas.

The CHAIRMAN. In other words you endeavor to meet the customary diet of the worker?

Colonel BRUTON. Yes.

The CHAIRMAN. You try to give them what they have been accustomed to eating.

Colonel BRUTON. And that is very necessary, Mr. Chairman. Of course, as a rule, it is a cheaper diet anyway, but it is necessary from the standpoint of satisfying the workers, and the mess goes a long ways toward doing that.

Mr. WIGGLESWORTH. What is going to take the place of the personnel of the health associations you have been dealing with?

Colonel BRUTON. Practically the same personnel will continue under the plan proposed for next year. The essential difference is that we would be paying them directly instead of by contract.

NECESSITY FOR PROVIDING FEEDING FACILITIES

Mr. TABER. Do these people themselves not do their own cooking?

Colonel BRUTON. No; the workers are generally single and not prepared for furnishing their own feeding facilities.

Mr. TABER. They do not have any set-up where they do their own cooking?

Colonel BRUTON. Generally speaking I would say "No." There are places where a few men, 12 or more, will be used for whom the grower provides feeding facilities; they will get their own cook, or select someone among themselves as their cook. They are the only people who do that.

Mr. TABER. I visited some of these camps this past year of people who were brought up from Florida into my territory and they had their own sleeping space and living space, one room for a certain number, and they did their own cooking, provided their own food, and while some of the standards were not up to what we would call right, they all told me that they were taken care of, better housed, and better looked after, and better fed than they were at home. I am wondering why it is necessary to put these people on a restaurant basis, to feed them when they would provide that for themselves?

Colonel BRUTON. There would be no change for that group; they would continue to feed themselves, where the men are working off in groups of that kind, they would feed themselves as they have in the past, and will continue to do so. This estimate only makes provision for those workers who come into camps where no provision for cooking at all is available other than temporary mess halls, that we put in. The present facilities for group cooking will continue just the same as it has in the past.

Mr. TABER. They are generally better satisfied with their own type of cooking than they are with something that they are used to.

Colonel BRUTON. That is very true, and we have attempted to use the cooks that are brought with them in every case where we can.

Mr. TABER. It would not cost nearly so much to have them do it as it does to put in this restaurant service.

Colonel BRUTON. That is correct; and for that reason, among others, we are only planning to feed those who cannot provide their own feeding arrangements. Wherever the facilities are available for self-feeding we expect them to continue that method, so we are providing messing only where no other provision has been or can be made.

FOREIGN AND INTERSTATE LABOR

Mr. LAMBERTSON. The over-all figure on migratory labor is being affected by the present order that an employee cannot change his job; is it not?

Colonel BRUTON. I think that is very apparent from the figures we are furnishing here of the number that it is possible for us to move interstate. We have an estimate for next year showing that 50,000 workers can be moved at Government expense.

Mr. LAMBERTSON. Within the United States.

Colonel BRUTON. We are hoping to be able to increase that figure. Of course it is a ridiculously small amount compared to the total labor needed and the total labor required for agricultural work. There is the tendency in each State to put a wall around itself.

Mr. LAMBERTSON. That is the migratory worker.

Colonel BRUTON. Yes; of course they cannot prevent them from migrating.

Mr. LAMBERTSON. The present order limits the number that could be put on the job.

Colonel BRUTON. Many of them move year in and year out; they are not located in the State and as to those who move themselves the restrictions does not apply.

USE OF OSTEOPATHS IN MEDICAL PROGRAM

(See p. 47)

Mr. LAMBERTSON. Colonel, the osteopaths in my district are writing me to get an answer to this question: Why do you not accept osteopaths for your medical service?

Colonel BRUTON. I am going to ask Dr. Mott to answer that.

Mr. LAMBERTSON. I would like to know under terms of this bill you say that the osteopath could not be used. I am not sure whether they should, but I want to know whether they could be.

Dr. MOTT. Mr. Chairman, I believe that is wrapped up in the whole question of the mechanics of this health and medical service and how it is carried on.

Mr. LAMBERTSON. Well, can you give me an answer?

Mr. MOTT. I do not know that I can give you a very complete answer.

Mr. LAMBERTSON. Can you give me briefly at this time an answer to the question of whether or not there will be any chance under this bill to recognize the osteopath? Is the Army responsible for that or are you?

Dr. MOTT. I believe that part of the answer in the first place is the fact that we do not conduct a direct Government medical service. This service is carried out through the local associations in the local communities.

Mr. LAMBERTSON. And you have no medical service set up here?

Dr. MOTT. We do not operate any medical service directly as a Government service; these local associations make their own determination and policy as to how it is to be furnished.

Mr. LAMBERTSON. You do not have any medical service as such set up here?

Dr. MOTT. Government medical service; no.

Mr. LAMBERTSON. No.

Mr. LUDLOW. I have had inquiries and telegrams of a similar nature to those Mr. Lambertson said he has received, and while I do not have the telegrams here, as I recall, it stated that the Army inhibited the payment of any money to osteopaths for service in this connection. Could you tell us if that is correct; that is, that the Army does not?

Dr. MOTT. I believe it is a fact that neither the Army nor the Navy has ever commissioned an osteopath to provide medical service; but I am not sure that has any direct bearing on the situation here.

Mr. LUDLOW. You are speaking now of commissioned officers. I am not referring to that; I am referring to the question of whether or not the Army prohibits the use of funds carried in this appropriation to pay for the service of osteopaths. As I stated, I do not have the telegram before me, but it was stated in the telegram that was true for the Army.

Mr. LAMBERTSON. I thought they had some separate provision for medical service in this bill.

Dr. MOTT. Yes; there is provision for health and medical service in the bill. I do not understand the reference to the Army. I do not see how that enters into this.

Mr. LUDLOW. I would like to get a little clearer information as to whether there is any inhibition on the part of the authorities here in

Washington with reference to the statement concerning the use of osteopaths.

Dr. MOTT. The Office of Labor has issued no policy on the subject whatsoever so far as I have any knowledge. This medical service, as I said, is worked out locally through the regional associations and their policies are determined almost entirely by their local boards.

Mr. LAMBERTSON. Is this handled about like the child-welfare proposition which goes back to each State; is it anything like that?

Dr. MOTT. I believe the difference is that they conduct a direct Federal-State medical service under that arrangement.

Mr. LAMBERTSON. In the child welfare it goes back to the States, and if the States operate on their own they do not recognize them. That is one of the alibis, at least, from the Federal end.

Dr. MOTT. I believe that is right. Under this program it will be handled locally. The Children's Bureau operates differently.

Mr. LAMBERTSON. As I understand, the question of contracts for the securing of labor from other governments has already been taken up.

Colonel BRUTON. Yes.

Mr. LAMBERTSON. Those contracts are going to contain provisions, sanitary provisions, and so on?

Colonel BRUTON. Yes; the over-all provisions on the same basis as agreements with foreign governments.

Mr. LAMBERTSON. That is what I referred to.

Colonel BRUTON. Some of the contracts are now under negotiation.

Mr. LAMBERTSON. That may be one of the things that will help defeat the appropriation itself if that comes on the floor, outside of what goes to the Extension Service.

Do you not think this would be handled pretty well, that the States would do pretty well through the State extension services if the Federal Government had not stepped into the picture? In other words, could not the States deal with Mexico and secure labor if the Federal Government would stay out? Do you think that could be done?

Colonel BRUTON. I doubt very much whether it could be done. I do not recall that any State has been able to do it.

Mr. LAMBERTSON. Is it not true that outside of the provisions in the agricultural bill that the extension services of the different States did do pretty well with Mexico?

Colonel BRUTON. The only illustration I have is in the case of Texas. In its efforts to get an agreement with Mexico, whereby the over-all agreement might be modified so as to permit the bringing of Mexicans into the State of Texas, they have not as yet negotiated such an agreement, even though they have been working on it for 6 months.

Mr. LAMBERTSON. It is very evident that when this contract goes on the floor of the House that the C. I. O. and those who sponsor organized labor are going to claim we are changing the standards of agricultural workers, and they have found sympathy in the other agencies and this agency is going to try it now and we are going to have to meet that issue.

Colonel BRUTON. I know of no criticism that has come from any of the growers as a result of the operation of these contracts since I have been directly connected with it.

Mr. LAMBERTSON. Of course, there was a universal complaint last year.

Colonel BRUTON. I heard of it.

Mr. LAMBERTSON. I do not know what section of agriculture handled it.

Mr. LUDLOW. I assume we are still operating under subsection (c) of this bill.

COMPARISONS OF FOOD FOR WORKERS WITH ARMY RATION

I want to ask you a question about the feeding item, and of course, I want to see these workers properly and adequately fed. I believe the best fed people in the world are the American soldiers. This sets up a per capita of \$1.25. How does that compare with the Army ration?

Colonel BRUTON. The Army ration as I recall is somewhere around 70 cents.

Mr. LUDLOW. Of course I appreciate that the cost of the Army ration is lower because it is somewhat more economical to make large purchases.

Colonel BRUTON. That 70 cents does not include the preparation of the ration; that is just the food.

Mr. LUDLOW. And this includes preparation?

Colonel BRUTON. This applies to the food, its preparation, and serving and incidental items of cost such as fuel and other miscellaneous supplies—this is what the workers pay for in this \$1.25 per day.

Mr. LUDLOW. Yes.

NEW METHOD OF HANDLING FEEDING OF WORKERS

Mr. WIGGLESWORTH. I am not clear on this item here of what you are planning to do this year in respect to the set-up that you are not doing now, that is, the cost of this set-up in this present fund. As I understand, your health associations have been doing the work and they do not want to continue it because it was a little outside of their field. Then you subsequently stated that this self-help personnel would be used on the job.

Colonel BRUTON. Yes.

Mr. WIGGLESWORTH. What is it that you are going to do next year that you are not doing this year?

Colonel BRUTON. We are going to operate this next year as a Government-operated mess similar to other direct operations carried on by the Government.

Mr. WIGGLESWORTH. Who has done that before?

Colonel BRUTON. The health associations have been financing the program this year under contract.

This estimate for the feeding program in 1944 does not represent a cost that would not be returned to the Treasury; this is a revolving fund, Mr. Wigglesworth.

Mr. WIGGLESWORTH. How is the change reflected in terms of personnel? I did not understand your answer to the question a while ago.

Colonel BRUTON. The personnel that is being used this year by

the health associations in this program would become Government personnel.

Mr. WIGGLESWORTH. To what extent will a change be effected? If the same people are to do the same job, there would not be any difference in the financial requirements.

Colonel BRUTON. It is not a difference in the amount of financial requirements; it is simply a difference in method of financing. Our proposal, as previously outlined, is to operate the mess directly and the funds that are collected for the feeding would go into a revolving fund, if this plan is adopted; now they would go into the Treasury. Under the present set-up we have found the health associations do not want the job. We know of no other general arrangement we can make to set up feeding facilities on little notice and without substantial guaranties and for that reason we have asked to have authority to use a revolving fund which would permit direct Government operation and supervision.

OVER-ALL COST FOR FEEDING OF WORKERS

Mr. WIGGLESWORTH. What is the over-all cost for feeding that you expect to have for 1944, \$2,025,000?

Colonel BRUTON. No, sir; that is just a revolving fund. The over-all cost—

Mr. WIGGLESWORTH. Is \$12,396,250. What is the comparable figure for 1943?

Colonel BRUTON. I believe that would be approximately the same.

Mr. WIGGLESWORTH. That does not show on the digest?

Mr. HERRELL. No, sir; because, as we have indicated, the health associations acted as a finance agency.

Mr. WIGGLESWORTH. I wish you would supply for the record the comparable figure for 1943 so we will have something to go on. It is not clear in the digest.

Mr. HERRELL. The \$30,000 in the right-hand column of the digest is the estimated nonreimbursable cost during 1943 feeding that the Government would have to bear under the contracts with interstate and foreign workers between periods of employment and under certain other conditions.

There will be probably a similar cost that will come out of the \$2,000,000 operating fund during next year.

Mr. WIGGLESWORTH. Do you mean to say you estimated \$30,000 loss for this year and \$2,000,000 loss for next year?

Colonel BRUTON. No. The \$2,000,000 is not a loss. It is to be used as a working fund. There will be some loss, however, as there was in 1943.

Mr. WIGGLESWORTH. That is not clear in the digest or in the record?

The CHAIRMAN. The fact is that if during employment it does cost more the worker pays the additional cost and not the Government?

Colonel BRUTON. That is right.

Dr. MOIT. From the health standpoint, I feel very strongly that under the proposal for 1944 it will be possible to have better organization of the feeding service. I think it was rather poorly organized in some places during the past season, and there is a definite health factor there. Where the feeding program breaks down, you have all

kinds of dietary troubles and gastrointestinal upsets, with resulting absenteeism from work.

The CHAIRMAN. The truth of the matter is that this is a makeshift arrangement this year because you could not use your receipts.

Colonel BRUTON. That is right.

The CHAIRMAN. The whole thing will be standardized during the 1944 period?

Colonel BRUTON. Yes; that is our plan.

HEALTH PROTECTION AND MEDICAL CARE FOR AGRICULTURAL WORKERS

The CHAIRMAN. Taking up subitem (d) on page 2 of the digest, for health and medical care for interstate and foreign workers, the amount is \$1,814,075, as against an estimated obligation for this purpose in 1944 of \$1,696,000.

I note that your cost per worker-year is \$18.55 for 1943, and it is estimated to be the same for 1944. But the number of workers has decreased from 142,914 in 1943 to 87,950 for 1944.

Will you give us a statement about that, Colonel Bruton, explaining what is furnished, whether it is for the direct employment of physicians and nurses, or whether it refers to private physicians, and what changes in amount of procedure there will be in 1944?

Colonel BRUTON. I would like to have Dr. Mott, acting as our chief medical officer on detail from the Public Health Service, discuss this item in detail.

The CHAIRMAN. Dr. Mott, will you give us a statement showing what is furnished and how it is furnished, whether it is done by the employment of physicians and nurses, or whether by private physicians. In other words, what changes there will be in the 1944 program as compared with the 1943 experience.

Dr. MOTT. Mr. Chairman, may I say a word about the purposes of this program?

The CHAIRMAN. We will be glad to have you do that by way of preface.

PURPOSES OF HEALTH PROGRAM

Dr. MOTT. The primary purpose, I would say, relates to the physical efficiency of the worker.

The CHAIRMAN. You might also say it includes the protection of the community, as well as service to the community, and service to the worker; protection both from a health standpoint and from the standpoint of services secured for their investment.

Dr. MOTT. Yes, sir; I believe the second point, that is, the protection of the local community from communicable diseases, is almost as important as the matter of physical efficiency of the workers.

We find that there is a public relations aspect in this. There are a good many communities that are worried about the importation and transportation of large numbers of foreign workers. And from the physical efficiency standpoint it is not simply a medical service which is provided, which is analogous to an industrial medical service, but it goes back to the recruitment process.

We found it to be essential to have physical examinations at recruitment points. As to foreign workers, that is a matter of law. The

Public Health Service and the Immigration Service cooperate in physical examinations of imported workers, and in connection with such recruitment we have found it essential to provide examinations to see that the worker is able to work and that he will not carry any communicable disease when he comes into this country. The program for 1944 would be essentially the same as that for 1943.

COSTS OF HEALTH SERVICE

There are certain factors which have come into play in recent months, and they will become more significant next year. Certain of the factors will result in somewhat increased cost.

We have estimated this cost based on \$18.55 per worker-year, on the basis of past experience. That is based on experience, for the most part, prior to June 30, 1943.

CHANGED CHARACTER OF PROGRAM

The character of the program has changed in certain ways in this past season and will continue to change. The workers are being transported into areas such as the Middle West and the Northern States.

As these workers, such as the Jamaicans, are transported to Wisconsin, Indiana, Minnesota, and so forth, that will result in increasing the cost of the medical service rendered. In other words, I think the \$18.55 figure may be exceeded somewhat. Part of the reason is that there will be very few camps in those areas.

These workers are scattered in small groups, and to make the medical and health service available to them is more difficult and expensive. This is in contrast to the economy of camp clinic operations, where local doctors take turns in serving in the clinic, being paid by the hour. Where scattered groups of workers are involved, the physicians are apt to be paid more often on a fee basis. That is one of the newer factors which increases the cost somewhat.

PHYSICAL EXAMINATIONS AT RECRUITMENT POINTS

Another factor now is the physical examinations at recruitment points. We are emphasizing that more in the past year, and we find we have to do that. That will require a substantial increase, perhaps, over 1943.

We have estimated the cost for 1944 on the basis of the \$18.55 figure, and on the basis of making provision for these new factors, or the ones that have become increasingly important, or will become so in 1944. I think it is a conservative figure.

We lump under that figure the few non-working dependents who may be in certain areas.

This is a figure which represents the cost per worker, many of whom may be older children or women, but most of whom of course are single men.

It is a figure which compares favorably with the cost figures in various industrial medical services. We try to be as economical as possible, in clinic operations, paying physicians by the hour.

TYPE OF ORGANIZATION FOR HEALTH SERVICES

Perhaps you might like a little more on the type of organization. We have run into that before, but perhaps you might like this brief word on it.

The reason this program has been carried out by associations which correspond roughly to the regions of the Office of Labor of the War Food Administration is that we did not believe it was feasible to conduct a direct Government medical service, which would have necessitated the direct employment of physicians, dentists, nurses, and so on.

The nature of this rapidly moving program is such that you often have to move very fast in taking on extra nurses, making arrangements with local doctors, and so on.

The movements of workers are undertaken rather rapidly. The Government employment of physicians in cases like that could not have been handled rapidly enough to make the program possible. But I think through the mechanism in effect we have enjoyed the cooperation of the professional groups in most areas.

There are a number of prominent physicians on boards of directors of these associations, men like Dr. Schaupp, of California, the president of the California Medical Association, and Dr. Crockett, of Indiana, and Dr. Bauckus, of New York, the president-elect of the New York State Medical Society. We also have quite a number of representatives of the State health departments and other public-spirited citizens serving on these boards. The boards include a minority of Government employees. There are certain Government employees, representatives of the office of labor, on these boards, but on any board there would never be more than a minority of Government employees.

MR. LAMBERTSON. Do you think any of this is a step toward socialized medicine?

DR. MOTT. I think, sir, the answer to that lies in the cooperation which has been extended by the medical profession.

Men such as the men I have mentioned—men like Dr. Schaupp, president of the California Medical Association, and Dr. Bauckus, the president-elect of the New York State Medical Society, would not be giving this their wholehearted cooperation if they felt it was such a program as you refer to.

MR. LAMBERTSON. The doctors in my district do not favor socialized medicine. But certainly, in my mind, the Wagner bill is a step toward that.

JUSTIFICATION OF ESTIMATE

THE CHAIRMAN. I think it might be well to put into the record page 48 of your justification, and also page 51.

(The matter referred to is as follows:)

PROJECT 2 (d). HEALTH PROTECTION AND MEDICAL CARE FOR AGRICULTURAL WORKERS

Objective.—The purpose of this project is to provide essential health protection and medical care to the agricultural workers recruited, transported, and housed under this program, and to other eligible workers in order to insure maximum worker efficiency and to discharge the Government's obligations under agreements with foreign governments.

Organization.—The U. S. Public Health Service has detailed a chief medical officer, together with such field assistants as are needed, to the Office of Labor, War Food Administration, to assume full and complete health and medical responsibility under the general program direction of the Office of Labor.

The problem and plan of work.—One of the most important factors in worker efficiency is the physical well-being of the worker. Sick workers must be given treatment. Workers with even minor correctable physical defects cannot work to capacity.

With the program of transporting domestic and foreign workers to areas where essential crops are threatened by labor shortages, the Government must assume the responsibility of delivering to the areas workers who are physically capable of doing farm work and keeping them fit. Care must be exercised also to protect the population of employment areas from epidemics of communicable diseases which might be started by transported workers. At the same time, the Government must give the workers certain guaranties if it expects them to leave home and travel across the country to work in communities in which local guaranties are not extended. In the case of the agricultural labor imported from foreign countries, the provision of medical care is stipulated in the agreements between the governments. Medical care and health protection for workers and their families is recognized as one of the necessary prerequisites to keeping them physically fit in order for them to make their greatest possible contribution to the food production requirements.

Activities are carried out through several nonprofit corporations, (Agricultural Worker's Health Associations) directed by local boards of directors representing the professional and agricultural groups concerned. These associations were well prepared to make an organized attack on the medical care problems of the new farm labor program. The War Food Administration has contracted with these associations to render this service.

Field operations have been conducted through clinics established at farm labor centers and through referral of farm workers needing care to physicians' or dentists' offices or to local hospitals.

(1) *Seasonal workers.*—In transporting workers to meet a seasonal need, it is necessary to select workers who are physically capable of performing farm work. Determination must be made that these workers and their families are free from communicable diseases.

These estimates may be summarized as follows:

126,900 transported interstate and foreign workers (for 6 months)	
or 63,450 worker-years, at \$18.55-----	\$1, 176, 997
24,000 recruited or placed interstate workers (for 6 months) or 12,000	
worker-years, at \$18.55-----	222, 600
25,000 workers who would be eligible under the proposed language	
affecting workers for whom no Government expense is incurred in	
connection with recruitment, transportation, or housing (for 6	
months) or 12,500 worker-years, at \$18.55-----	231, 875
Estimated additional cost over the \$18.55 experience figure as ex-	
plained above-----	182, 603
	<hr/>
	1, 814, 075

BASIS FOR COST ESTIMATE OF HEALTH PROGRAM

The CHAIRMAN. How did you arrive at the exact figure of \$18.55? Is that the cost on the basis of your actual experience, or is that a computation of the average individual needs and service? I see you used that figure both for 1943 and 1944. How did you arrive at that estimate?

Dr. MOTT. That is based on past experience. We have rather detailed records of the operations of these associations. It has not been possible to keep a precise record of the number of different individuals served. We do have rather detailed information concerning the number of cases handled. We know that, and we know the cost of providing that amount of service. We have had, in a sense, to work backward, using an estimate of the number of cases one would expect to occur among each thousand workers, and thus estimating that there are so many workers cared for in a year.

The CHAIRMAN. That would include the possibility of epidemics and all contingencies that might arise, which might vary; but that

general average is based on your experience, and for that reason it is a fairly accurate estimate?

Dr. MOTT. I think so; yes, sir.

The CHAIRMAN. Is this money paid to the associations? To whom is the money paid?

Dr. MOTT. The War Food Administration entered into contracts with these associations, and each association presents bills for the actual service rendered.

The CHAIRMAN. You have standardized fees? Is the fee for the same service and the same treatment uniform in all these camps throughout the country?

Dr. MOTT. No, sir. It has not been feasible or possible to have absolutely uniform fees paid throughout. We have had to take the regional variations into account.

In States such as California the whole scale of fees and charges is somewhat high, being analagous to other like costs in the State. That is not true in certain other States.

The CHAIRMAN. In each case is the prevailing rate charged for care and treatment?

Dr. MOTT. The fees actually paid to physicians or to hospitals do not so closely represent the prevailing private practice rates as they do welfare rates. They are closer to the welfare rates than to the private practice rates.

The CHAIRMAN. Are you able to get discounts from these rates?

Dr. MOTT. Yes, sir.

The CHAIRMAN. Those are well established in each community?

Dr. MOTT. Yes. We have worked the rates out at the local level.

The CHAIRMAN. They are ward rates?

Dr. MOTT. Yes, sir.

The CHAIRMAN. This is the full cost to all the workers, whether they are ill or not, and it includes medical examination, health education, preventive medicine and corrective measures, nutritional protection, and sanitary measures? All these are included?

Dr. MOTT. It would include all those, except that part of the sanitation work is conducted as a part of the Government's activity in all camps and would not be under these associations, except as educational work on the part of the nurses.

The CHAIRMAN. That is very comprehensive and economical program per worker.

Is that the total cost of the health and medical work and attention for each of the workers? Are they charged anything outside of this for health and medical care and attention?

Dr. MOTT. We have explored the possibility of receiving payment from the workers to cover part of the cost of their care.

The CHAIRMAN. Does it include also hospitalization and operations?

Dr. MOTT. Yes, sir.

The CHAIRMAN. All that is included?

Dr. MOTT. That is right.

ADEQUACY OF HEALTH PROGRAM

The CHAIRMAN. Then that is a very reasonable figure, and the service rendered has been satisfactory, has it? Simply because it was ren-

dered at that economical figure does not mean that they did not receive adequate care and attention?

Dr. MOTT. No, sir, although I would say that in general there were no frills. We attempt to emphasize preventive measures, but in general there are no frills.

Where some corrective operation, for example, would make a distinct difference in a man's working ability we may help to arrange to have that surgical work done, but in general it is only a basic health program.

POSSIBILITY OF CHARGING WORKERS FOR HEALTH SERVICE

The CHAIRMAN. In view of the very low cost for that all-inclusive service, would it not be practical to have the workers, in view of the fact that they pay the cost of the food, to also pay part of this money for medical attention, such as items for hospitalization and individual service?

Dr. MOTT. We have explored that. But there are many difficulties. For example, the agreement with the Mexican Government is that they cannot be charged for that service.

The CHAIRMAN. They receive very satisfactory wages. It is not a charitable service at all. They receive higher wages, probably, than they have ever received in their lives, and they probably receive a high scale of wages in comparison with the prevailing wage scale in the communities where they are operating. Why should the Government furnish free medical service, especially individual service of this character. Why should they not, in view of the fact that they are self-sustaining and receive adequate wages, pay part of the cost of that medical service?

Dr. MOTT. In certain areas they are paying a small part of the cost of the medical service rendered. If we were faced with the possibility of there being a limit to the cost to each worker, such as the \$18.55 per worker-year, then there might be some sort of a prepayment health insurance plan, but that is the average cost, whether they are sick or healthy.

The development of a prepayment plan whereby this full cost would be paid by the worker, presents quite a number of difficulties, including legal complications in certain States.

The CHAIRMAN. In consideration of the matter as to whether or not they should pay a part of their physician's and hospital bills, you have to consider the fact that the \$18.55 is an average, and that a great many of these people receive no individual attention at all. As a matter of fact, they have a physical examination before they leave their own country, and they are in good condition before they come here. They have healthful surroundings and sanitary surroundings, and a good health diet. The vast majority of them remain healthy and require no individual attention of this character, so this \$18.55 must represent a pretty high individual cost where hospitalization and operations are involved.

Dr. MOTT. That is right, except that this group is subject to all of the ordinary illnesses encountered by any group, and they also have quite a few accidents and injuries and disabilities of various kinds due to the nature of their work.

The CHAIRMAN. In many cases, outside of this general routine health service rendered, in the vast majority of cases, there is no cost at all.

Dr. MOTT. Except for certain preventive services and the care of ordinary illnesses and injuries.

The CHAIRMAN. What is the maximum cost, from zero up to what? What would be the maximum cost per individual? It must be very high in order to get an average of \$18.55.

Dr. MOTT. The maximum would certainly exceed \$1,000 in certain instances, but they would be rare exceptions.

The CHAIRMAN. Are there any such cases where an individual bears part of this expense?

Dr. MOTT. We have made provision in some of the Western States for workers who could do so to pay part of the cost of the service received.

The CHAIRMAN. How has that worked out?

Dr. MOTT. Not too well. The amounts of money which they get back have been relatively large in the case of certain of the workers. But in general it has represented, in the aggregate, a very small amount of money.

(Discussion off the record.)

REPUTATION OF WORKERS

The CHAIRMAN. What has been your experience, Colonel Bruton, as evidenced by reports you have had from localities in which these workers have been stationed, as to the conduct and reputation of the workers with local businessmen, officers of the law, and merchants?

Colonel BRUTON. It has been good. I have been associated with our own labor on construction work in past years, having just returned from some construction work in the north territory for 2 years, where there was a total of 15,000 men, and our conditions there were much better than the average. They were really much better than they were when you speak of camp labor.

Here is one letter which I have received from one of the local communities that is very complimentary of the program.

(See letter from Emmett, Idaho, inserted near p. 103.)

RESULTS OF MEDICAL PROGRAM

The CHAIRMAN. How many of these workers have been rejected because of the result of physical examinations?

Dr. MOTT. The number rejected at these foreign recruitment points has varied, roughly, from 10 to 15 percent. In certain recruitments over a period of weeks in certain places it has run higher than that. But that would be a rough estimate of the rejections.

I think the same figures would hold good in interstate recruitment in this country.

The CHAIRMAN. What has been your observation, and what does your experience show as to the result of your medical program, as exemplified by the people who come within the scope of the program and in similar communities outside of the program?

Taking representative groups within your program and representative groups of comparable character outside of the program, what would that show by comparison?

Dr. MOTT. That is a difficult question, sir. I think a partial answer might be that through the various preventive measures which have

been taken we have been very fortunate in not having any outbreaks of serious communicable diseases, although, of course, such outbreaks do occur from time to time in the general population.

I think we have been very fortunate in that we have had no real epidemics or outbreaks of communicable diseases, such as typhoid fever.

The CHAIRMAN. What has been your experience with the control of absenteeism through proper medical care?

CONTROL OF ABSENTEEISM AMONG AGRICULTURAL WORKERS

Dr. MOTT. There, again, sir, I would have to talk in general terms. We know that absenteeism due to sickness has become a very important element in war industry.

I think there is every reason to believe that one would anticipate an equal amount of absenteeism due to sickness among the agricultural workers. I think the fact that there is a clinic at a camp with a nurse, and local physicians who serve in camp clinics in certain areas each day, has inevitably reduced absenteeism, although it is difficult to measure just what the results have been through the definite preventive measures which have been taken.

PERSONNEL IN HEALTH PROGRAM

The CHAIRMAN. How much personnel will be directly employed under this estimate and how much Public Health Service personnel, and by direct personnel I mean physicians, nurses, and attendants?

Dr. MOTT. Do you mean in administrative work, or direct medical and nursing service?

The CHAIRMAN. Paid by the Federal Government through pay-roll payments.

Mr. TABER. You mean on the Federal pay-roll rather than those who perform occasional service and render bills for it.

The CHAIRMAN. Those immediately, directly connected with it, such as nurses and doctors, and those who perform an indirect service through the Public Health personnel.

Dr. MOTT. There are two commissioned medical officers of the Public Health Service in our office at Washington, that is, detailed to the Office of Labor by the Public Health Service.

There are five regional medical officers detailed by the Public Health Service. I am just speaking of administrative and organizational work.

We have several sanitary engineers detailed to the Office of Labor by the Public Health Service, and one dental officer. Again, I am speaking only of administrative work.

So far as the medical service is concerned, that is, the provision for medical service, there are two commissioned officers of the Public Health Service who are medical officers detailed to the Office of Labor and one dental officer detailed to the Office of Labor, with reimbursement to the Public Health Service for those salaries by the War Food Administration.

Aside from that, the entire health and medical service is conducted through these health associations which employ the nurses and make arrangements with local physicians, occasionally employing physicians

on a part-time basis, and in general through agreements providing for that service on an hourly fee basis.

The CHAIRMAN. There are none of them paid under the camp maintenance item?

Dr. MOTT. That is correct. Supervisory and administrative personnel are paid by the Office of Labor. All of the others are paid by the health associations.

AUTHORITY SOUGHT TO FURNISH HEALTH SERVICES TO WORKERS ENTERING LABOR AREAS

The CHAIRMAN. You are requesting on page 5 of the bill some new language under section c-3-A-2, reading as follows:

including the furnishing of health and medical services to (a) agricultural workers and their families housed in any labor supply center operated as a part of this program, or (b) migratory agricultural workers and their families who, without recruitment or assistance of any Government agency, have entered the area served by any such labor supply center and are engaged in agricultural work in such areas, and to whom adequate health and medical services are not otherwise available.

I would like to know how many additional workers you would have authority to get there to extend the health and medical service to these people, and what is the necessity for the additional cost.

It seems to me you are getting rather far afield there. You are proposing to extend the service to those to whom the Government is under no obligation, so far as migration is concerned.

Dr. MOTT. We have made an estimate, sir, that under the proposed new language 12,500 would be served on an annual basis. Of course, changing that to some other basis, such as a 6-month basis, would increase that number.

I believe a brief description of the situation around Lake Okeechobee, Fla., would illustrate what we have in mind. As you know, thousands of migratory agricultural workers move into that area to work for a period of months. They are moving in there now, and they will have their peak season this winter. For months there will be a very heavy load of these workers, and they are bona fide interstate migrants who have no local residence and are not residents of the State.

This new language would provide that in the general areas served by labor supply centers certain of those workers might be able to receive medical service through the clinics, or through any facilities already in operation at Lake Okeechobee, where there is a shortage of physicians due to the war situation.

I think there is one physician for about every 5,000 persons in that area, under ordinary circumstances. When 15,000 or 20,000 workers migrate into that area it would probably result in a complete breakdown of the local medical facilities if no special provision were made for their care.

It is in that particular area that we have been able to bring in three physicians and one dentist. They will be carrying the load of that rather large number of migrants coming into the area. Without this language we would, in effect, be discriminating against those workers who move of their own volition, who are neither recruited or transported by the Government, nor placed by the State extension service. The type of agricultural operation in that area is such that literally thousands of workers do not go through a regular placement process.

AUTHORITY SOUGHT FOR HEALTH SERVICES TO WORKERS HOUSED (AS WELL AS TRANSPORTED) UNDER THE PROGRAM

The CHAIRMAN. Referring to the language on page 5, what you give us refers to the second revision under (b); that would be about half a million dollars, as I understand it.

Now, what about (a)? What about "agricultural workers and their families housed in any labor supply center operated as a part of this program?"

Dr. MOTT. Of course, the vast majority of those workers—I believe I am right, Colonel, and you might want to correct me here if I am wrong—I would say the great majority of the workers housed in centers are workers who are either under contract with the War Food Administration, or have had some other relationship, such as recruitment or placement or transportation.

But Public Law No. 45 did not specifically make provision for those workers who might be housed, and yet might not have gone through a recruitment or transportation process. We feel the important thing there is that you cannot provide a medical service for say two-thirds of the workers in a camp and leave the others without any of these health protective measures which are taken. From the public health standpoint, it just does not make very good sense to take certain measures for say two-thirds of the people and no measures whatsoever for the other third.

Colonel BRUTON. I might say that we are taking care of those workers.

The CHAIRMAN. We have a bill, H. R. 3651, by Mr. Outland, of California, which carries an identical provision; is that correct?

Dr. MOTT. May I comment on that, Mr. Chairman?

The CHAIRMAN. Yes.

Dr. MOTT. The chief difference between the language of the proposal and Mr. Outland's bill lies in the phrase, in section (b) of the proposal, "have entered the area served by any such labor supply center."

Mr. Outland's language is, "the area where they are employed."

Other than that, I believe there is no substantial difference between the proposed act submitted by Mr. Outland and this proposal.

The CHAIRMAN. How would you differentiate as to the effect of the provision, if any?

Dr. MOTT. The effect would be seen in a few areas, particularly in California. There are areas in California which could not be considered as served by farm labor supply centers, perhaps, but areas into which migratory agricultural workers move for employment.

California has very rigid restrictions as to medical services which may be made available. They have a 3-year residence rule. Their system of county hospitals is not open to anyone who has not fulfilled those residence requirements. And I would imagine that what Mr. Outland has recognized is the possibility of serving some of those bona fide migrants who move into employment areas of their own volition and are engaged in agricultural work but those to whom adequate health services are not otherwise available.

The CHAIRMAN. It is your opinion, then, that if the committee should adopt the language it would be warranted in including this clause,

"have entered the area served by any such labor supply center," not carried in the Outland bill.

Dr. MOTT. I am sorry, sir; I do not know that I just caught the question exactly.

The CHAIRMAN. The only difference between this bill and the recommendation here is the clause included in the estimate before us, and not included in the bill referred to, "have entered the area served by any such labor supply center." Do you think if we decide to adopt this provision we would be warranted including or excluding this clause, which is the only difference between the two propositions?

Dr. MOTT. I believe, sir, that within the appropriation suggested it would be possible to meet some of the needs that Mr. Outland has in mind. I would also suggest that there might be trouble in interpreting the phrase, "area served by any such labor supply center." It seems to me that "employment area," or "area where they are employed" would cause less difficulty in interpretation, perhaps. I personally would favor using Mr. Outland's phrase in that portion of the bill.

INCREASED COST OF MEDICAL SERVICES

The CHAIRMAN. I see also that the estimate here contains an item of \$182,683 as the estimated increase in the average cost per worker of operating the medical services. That is the \$18.55 average per worker. Apparently, this represents an approximate allowance of 10 percent for the increased cost. Has your experience thus far indicated that there will be such an increase or that such an increase may be expected; or is this merely precautionary?

Dr. MOTT. I believe it is the only reasonable course of action to take, sir, to make provision of approximately 10 percent over the minimum possible based on past experience. There are new factors operating in working in these Northern States, where workers are scattered; the cost of providing service per worker will be increased somewhat. We are placing a new emphasis on recruitment physical examinations. The associations serving these northern areas will perhaps have to maintain at least a skeleton organization during the winter months. Those are some of the newer factors which have come into the program, and I feel that it is only safe to make provision for those new factors.

The CHAIRMAN. If the item is included and the contingency does not arise, the money will not be used; is that true?

Dr. MOTT. That would be true, sir.

The CHAIRMAN. The money will be used only in the event of a contingency of such nature as to render the use of additional funds imperative?

Dr. MOTT. That is correct. I would like to add one other factor which I think is important. That is, we face increasing costs; drugs, as you probably know, are higher. Hospitals are tending to raise rates. As you know, many hospitals have had to close because they could not get help. They are having to pay higher wages. There is a definite factor there of increased cost.

Mr. HERRELL. Mr. Chairman, there is another point that probably should be discussed with the committee. As Dr. Mott has indicated, this work is carried on under contracts with these associations. The contracts call for a payment on the basis of services rendered; in

addition to that, there is a provision in the contract which calls for the return to the Treasury of any charges made over and above operating costs which may be found to exist on the basis of an audit performed by the War Food Administration. So we have a safeguard to insure that only the amount of money that is actually required will be expended.

The CHAIRMAN. That is a nonprofit organization?

Mr. HERRELL. Yes, sir.

Mr. LUDLOW. I gathered from the testimony here that there is a great deal of local autonomy allowed to these local medical associations to decide the character of the medical and health service which is rendered under this act. Do I understand that you can direct practitioners of any particular school of the healing art shall be employed in rendering this medical health service?

Dr. MOTT. That is correct, sir; that is, no policy has been issued by the Office of Labor directing or forcing these corporations to distinguish in any way between the various types of practitioners.

MEDICAL FEES

Mr. LUDLOW. I just wanted to clarify that one point. I notice under subhead (d) you say, "to provide for estimated increased cost for higher rates of compensation for professional care." Is that indicative of what you understand to be a general increase in professional charges by doctors?

Dr. MOTT. There have been increases. Certain county medical societies have publicly announced increased fee schedules. The doctors are overburdened, as you know, these days, with so many in the armed forces, and they are more unwilling, perhaps to work at welfare rates. There is a definite factor there of increasing costs.

Mr. LUDLOW. That is more or less general?

Dr. MOTT. More or less general; yes, sir.

Mr. LUDLOW. Could you give us an idea of the range of the schedule of fees allowed?

Dr. MOTT. I could give you a general idea, just taking averages. I said before that we do not tend to pay full private practice rates, but rates that are closer to what have been welfare schedules. Take a case of appendicitis, as an example. In private practice, an appendectomy might often cost \$125, \$150. These associations typically would pay a fee of \$60 or \$75 for an appendectomy.

Mr. LUDLOW. On account of the public character of these services, would it be advisable for us to fix a schedule of fees that might be below the regular professional fees and ask the doctors if they would not live up to your recommendations? Do you not think the doctors, being patriotically disposed, as they are, would gladly embrace any schedule you might suggest?

Dr. MOTT. In effect, sir, that has been done by the boards of directors of these associations, with the advice of those board members who are professional men. These associations have tended to decide themselves on what they considered to be fair fee schedules and, in general, those schedules have been considered satisfactory by the local doctors.

Mr. LUDLOW. I see. Now, is any part of this \$18.55 per capita item reimbursable?

Dr. MOTT. When these associations are paid by the War Food Administration under the contracts, if any overpayment is made as revealed by audit, any such funds would be returned to the Government, inasmuch as they are nonprofit associations and operate under a contract making such provision. Does that answer your question, sir?

Mr. LUDLOW. I just wondered if the Government stood the whole expense; that was all. I know the individual does not stand any part of it.

COST OF HEALTH PROGRAM PRINCIPALLY FINANCED BY GOVERNMENT

Dr. MOTT. As I mentioned previously, there are instances where the workers are paying part of the cost. Certain difficulties are involved there. Take California, as an example. The Mexican workers are entitled to care without cost to themselves, under the international agreement, so that any charges imposed on the domestic workers represent, in a sense, discrimination against our own workers. We come up against that sort of difficulty.

On the other hand, there is provision in the association operating in California for some repayment on the part of the worker who is able to do so, for the cost of any unusual service received.

Mr. LUDLOW. I am not arguing that these workers should pay the whole medical bill; maybe that would not be right or reasonable. But if they were at home, they would have to pay their medical expenses.

Dr. MOTT. There is another illustration of that in southern Florida, for example, where a fairly extensive program is carried on, and where the worker is called on to pay for hospital care, \$3 for the first day's care and then \$1 a day thereafter. That is another instance of an attempt to have part of the cost paid by the worker.

Mr. LUDLOW. I think that is all, Mr. Chairman.

EXTENT OF COVERAGE OF PROPOSED LANGUAGE CHANGES

Mr. TABER. Doctor, if we went into this, as provided in the provision on page 5 of the bill, we would have you organizing a set-up to take care of all of the migrant workers in Florida and California who travel around on their own hook, as well as everywhere else, would we not?

Dr. MOTT. No, sir; the intention is not that of developing a broad program for all agricultural workers.

Mr. TABER. The way it reads it would mean 25 or 30 times as many people as are involved presently. I do not know how we can expect anything except what is indicated by the language. There are 25 or 30 times as many people who travel themselves into these places as are carried by the governments, either State or Federal. And if you get into that proposition, you are getting into a pretty big program.

Dr. MOTT. The intention, sir, was simply to meet certain of the more extreme needs in areas of intense labor concentration, such as this Lake Okeechobee area in Florida.

Mr. TABER. Nine-tenths of those people go there on their own hook. That is, they have been accustomed to go there for years. They are not carried there by Farm Security Administration or the labor director or by the State of Florida; they go there on their own hook.

Dr. MOTT. Certain clinics have been established in the farm labor supply centers in that area where local physicians serve during regular hours and where nurses are employed.

Mr. TABER. Who has been paying them?

Dr. MOTT. The health association which operates in Florida, the migratory labor health association.

Mr. WIGGLESWORTH. Is that a State association or a private association?

Dr. MOTT. That is a private, nonprofit association, which operates in Florida and it is possible through its existing facilities to take care of some of this other load at very little extra expense.

COST OF ENLARGED AUTHORITY FOR HEALTH SERVICES

Mr. WIGGLESWORTH. How much money in this request is included by reason of this proposed new language?

Dr. MOTT. The figure of \$231,875 is based on 12,500 workers on an annual basis, or 25,000 on a 6-months basis.

Mr. WIGGLESWORTH. The total annual estimate is \$231,875?

Dr. MOTT. Yes, sir.

SPECIAL SUBSISTENCE ALLOWANCES GUARANTEED UNDER CONTRACTS WITH FOREIGN AND INTERSTATE WORKERS

The CHAIRMAN. Taking up now subitem (e), project No. 2, on the second page of this digest, "Special subsistence allowances guaranteed under contracts with foreign and interstate workers," \$507,600 as compared with \$138,420 estimated obligation for this purpose in 1943.

This, as I understand, is largely a working fund pending recovery of the amounts from the growers?

Mr. HERRELL. Yes, sir.

The CHAIRMAN. Suppose we take this item up and then we will consider the proposed change of which you have informed us off the record. This is recoverable from the growers, is it not?

Mr. HERRELL. Yes, sir.

The CHAIRMAN. The growers are supposed to pay it?

Mr. HERRELL. To a large extent, Mr. Chairman.

The CHAIRMAN. What are the conditions and circumstances under which the payments would be made? How do you arrive at the amounts?

Mr. HERRELL. Provisions of the contracts with foreign and interstate workers, as we have discussed earlier, guarantee the workers employment for a full 75 percent of the possible workdays included in the period of their contract. In lieu of such 75 percent employment, we guarantee a \$3 per day minimum subsistence allowance.

In contracting with growers to whom these workers are assigned, the growers assume the responsibility for this provision of the international contract. Frequently an individual worker may be assigned to a large number of growers during his entire contract period with the Government. It is necessary to secure pay rolls from the growers indicating the period that he has worked, the period that he has not worked, and the reasons therefor; if it is due to his inability or refusal to work, of course the guaranty does not apply.

OBLIGATION OF GROWERS TO PAY GUARANTIES

Sometimes there are occasions when it is necessary to make payments to the workers prior to the collection of funds from the growers. Right now we have a situation where a rather substantial number of foreign workers were assigned to a group of growers in a particular area, and because of weather conditions they were not fully employed. The preliminary indications are that some \$50,000 or so will have to be paid to these individual workers because of the failure to keep them employed a full 75 percent of their individual contracts.

The growers, on the other hand, claim that the weather conditions were an act of God and do not feel disposed to make this payment. It will be necessary, apparently, to initiate legal action to collect these funds. In the meanwhile it is going to be necessary for the War Food Administration to pay the workers in accordance with the over-all contract with their foreign government.

To make such payments possible pending the receipt of the collections from these growers is the purpose of proposing this working fund.

The CHAIRMAN. Do you expect the growers to pay it eventually?

Mr. HERRELL. Yes, sir.

The CHAIRMAN. They are going to discharge this?

Mr. HERRELL. Yes, sir. They have agreed to do so in their contracts with the War Food Administration.

The CHAIRMAN. In the meantime does it devolve upon the United States to pay it, if they do not pay it?

Mr. HERRELL. Yes, sir.

The CHAIRMAN. And if the United States pays it, is it recoverable, and are you taking steps to recover?

Mr. HERRELL. We are taking steps to recover from the growers.

The CHAIRMAN. Does the grower enter into some sort of obligation under which his responsibility is guaranteed?

Mr. HERRELL. One of the contracts, which you requested yesterday be included in the record is this contract we have been discussing between the War Food Administration and the grower under which he assumes this responsibility.

The CHAIRMAN. Is it necessary to do this? The grower is responsible for this. He is making application for this labor; he is anxious to get it, and he is dependent upon it, and he is sunk if he does not get it. Why not let him shoulder this responsibility?

Mr. HERRELL. We do, sir. We pass the responsibility right on to him.

The CHAIRMAN. Then why do you want this extra money?

Mr. HERRELL. This working fund is to provide a temporary fund out of which payments can be made pending the collection, because, you see, the contract under which the worker has a claim is with the War Food Administration. Actually this working fund is only estimated to be needed in about 15 percent of the cases for about 10 percent of the contract periods. In all other cases we are assuming that collections will be made promptly from the growers without the necessity for instituting legal action.

The CHAIRMAN. There is no likelihood of any loss to the Government?

Mr. HERRELL. There will be some cost to the Government under this provision in the international agreement. This will result from unemployment that may occur during periods between contracts with different growers. It may not always be possible to have every worker under contract with a grower all the time and for that in-between period there will be some loss to the Government.

Mr. LUDLOW. Is the worker paid this \$3 subsistence every day?

Mr. HERRELL. He is not paid this special subsistence guaranteed him until the end of the contract period. Otherwise it would not be possible to determine whether, during the entire contract period, any such allowances would be due him. It depends entirely on whether he is employed 75 percent of the time of his agreement.

Mr. LUDLOW. How does an impecunious worker, who comes in without any funds—how does he live?

Mr. HERRELL. Our foreign contracts require subsistence to be furnished to the worker prior to his beginning to work. So he is subsisted until he begins to work.

The CHAIRMAN. The estimate of the amount that the Government will be called upon to pay pending liquidation of the grower's obligation is \$138,420. And you estimate that all of that is recoverable and will be recovered?

Mr. HERRELL. No, sir.

The CHAIRMAN. Why is it not all recoverable, and, if not recoverable, what proportion is recoverable?

Mr. HERRELL. As I just explained, Mr. Chairman, there are periods between contracts with the different growers, and also before workers are actually assigned to growers, when they first get into the country, that will require the Government to bear some of this cost. Then too, as in the case I mentioned earlier, it may take decisions of the courts to determine the extent of the Federal liability in some instances.

The CHAIRMAN. Transportation, importation, and assignment of workers cannot be geared to the requirements of the growers so that there would be no hiatus, no interval, when he is out of employment?

Mr. HERRELL. We make every attempt to gear it exactly to the requirements. But there are a lot of conditions which just make it impossible to do that.

The CHAIRMAN. You are making every effort to avoid that in-between period?

Mr. HERRELL. Yes, sir.

The CHAIRMAN. These periods of unemployment which the Government must assume the obligation for?

Mr. HERRELL. Yes, sir.

The CHAIRMAN. What proportion of this \$138,420 that you estimate will be paid in 1943 is recoverable or will be recovered?

Mr. HERRELL. I would estimate that approximately 90 percent will be recoverable. But that is very difficult to determine with any real degree of accuracy.

NEW LANGUAGE TO CREDIT REPAYMENTS FROM GROWERS

The CHAIRMAN. I note that you are asking for additional language which has not been incorporated in the bill but which is requested to be inserted on page 3 and page 5. On page 3, at the close of paragraph 4, the request is that the following be inserted:

The repayments from employers for such advances to be credited to the respective funds apportioned to the States.

So that section 4 will read:

Advancing to workers of sums due from employers within the United States who are under contractual obligation to reimburse such extension services for such advances, the repayments from employers for such advances to be credited to the respective funds apportioned to the States.

Why is that desirable?

Mr. HERRELL. That is being recommended to enable the States to credit any funds received from growers that may have been advanced by the States under any contract that they might have with individual workers for similar employment guaranties.

To my knowledge, the States have not been using the language in this item 4 at all. We do not know whether or not that will be required during the coming year. We do not now anticipate that it will be required, but it is one of these precautionary measures that we think would be desirable, in case it is needed.

The CHAIRMAN. In paragraph 5 you wish to eliminate the word "and" at the close of the paragraph. That is merely verbiage?

In that connection, we have a letter here addressed to the chairman of the committee from Mr. Jones, the Administrator, which may be made a part of the record at this point.

(The letter referred to is as follows:)

WAR FOOD ADMINISTRATION,
November 20, 1943.

HON. CLARENCE CANNON,

Chairman, House Committee on Appropriations.

DEAR MR. CANNON: Since October 28, 1943, when the President submitted a supplemental estimate of \$35,000,000 for the farm-labor supply program (H. Doc. No. 346) two things have come to my attention which I would appreciate your committee considering.

First, the present language of Public 45 does not make clear (see item (4) on page 3 and item (3) on page 5 of subcommittee print) that the collections from growers under the guaranty provisions of the contracts with them can be credited to the appropriation to reimburse it for the advances made therefrom, rather than for such collections to have to be credited to miscellaneous receipts. Since the estimate was prepared on the basis that such advances would be reimbursed to the appropriation, it is essential that the language be so clarified. It is therefore proposed that the language of the subcommittee print be revised by inserting after the word "advances" on page 3, line 17, the words: "the repayments from employers for such advances to be credited to the respective funds apportioned to the States", and inserting after the word "advances" on page 5, line 13, the words: "the repayments from employers for such advances to be credited to the funds available to the Administrator".

The second point involves my having recently assigned to the Extension Service the function of furnishing information upon which determinations are made as to

the deferment of agricultural workers. This has become an increasingly growing and important job and ties in very closely with the work Extension Service has been performing under Public, 45. For that reason, I recommend that such function be added to those enumerated in the proposed bill by eliminating the word "and" the second time it appears on page 3, line 18, of the subcommittee print, and in lieu of the period in line 21, inserting: "; and (7) rendering assistance with respect to the deferment of agricultural labor including, among other things, the furnishing of information on the contribution that individuals subject to Selective Service are making to agricultural production".

It will not be necessary to increase the total estimate in order to perform this function since it now appears that the carry-over of funds at the end of this calendar year will be sufficiently greater than estimated at the time the estimate was prepared to take care of the additional work load. However, inasmuch as this function would be performed by the State extension services, the maximum of \$16,000,000 for apportionment among the States (page 2, line 15 of the subcommittee print) should be increased to \$18,500,000.

These proposals have been informally approved by the Bureau of the Budget.

Sincerely yours,

MARVIN JONES,
Administrator.

The CHAIRMAN. This item that we have just discussed relates to intrastate service, and on page 5 we have a similar item relating to interstate and international service; at the end of the third paragraph insert an identical section with that which you have just discussed, and which you need for the same reason you have just given?

Mr. HERRELL. That is correct, except that in this case the language permitting advances is being used and the proposed authority is definitely needed in connection with the transportation of the foreign and interstate workers. In this case, of course, the repayments would be credited to funds available to the Administrator.

OPERATING COSTS OF THE FARM LABOR PROGRAM

The CHAIRMAN. Under subitem (f) of project 2, you have an estimated operating cost of \$3,491,905 for 1944, compared with estimated obligations of \$2,609,118 for 1943. The committee will find the justification of this on page 53 of the justifications.

This seems to be the over-all operating cost of the interstate and Foreign Service program, not chargeable to specific projects or classed as administrative expenses.

I note that this item is broken down into seven classes of expenditure, but that no amounts are segregated for each class, and there is no statement of the number of personnel nor a segregation of other classes of expenditure. That is a little unusual. We would be glad to have you give us a general statement on that item.

Mr. HERRELL. I would like to supply for the record, if I may, a break-down of the estimated personnel requirements under this item in numbers of positions, filled currently, man-years budgeted this year and for next year, and furnish a total of each of the other items of expense that have been budgeted.

The CHAIRMAN. You may do that. How does it happen that they are not included here?

Mr. HERRELL. Because of the lateness in the season before Public Law 45 was passed and the immediate need for action, we did not have time to establish our accounting records in the field during the current year in a way which would give us figures on the same comparative basis that we are proposing to use in 1944. Then, too, Mr. Chairman, there is listed in the green sheets attached to our justifications under the field service the detailed information in the usual budgetary form that includes the personnel required in this project.

The CHAIRMAN. What is this field service to which you refer?

Mr. HERRELL. This operating expense project covers the salaries and expenses of all field personnel except those expenses charged directly to the housing and feeding projects. The actual operation and maintenance costs of the camps are charged to the housing project and the personnel which prepares and serves the food where feeding facilities are provided are included in the reimbursable feeding project. This operating expense project includes the recruitment of labor in Mexico City and other foreign countries. It includes transportation supervisors who accompany these interstate and foreign workers from place to place. It includes the farm-labor-supply assistants who execute contracts on the part of the War Food Administration with the growers under which these various responsibilities that we have just been discussing are assigned to the growers. It includes the operating costs of the regional offices of the Office of Labor.

The CHAIRMAN. What sort of a set-up have you out there? What sort of field offices and what sort of regional offices? What are your staff and personnel in each office? Give us a statement on that.

Mr. HERRELL. We have a very simple organization in the regional office. We have a regional director and an assistant regional director, and four functional divisions; one is related to administrative management, which includes a rather large staff that is required to calculate the compliance factors in all of these contracts that we have been discussing.

The CHAIRMAN. How many of those offices are there?

Mr. HERRELL. There are seven regional offices.

The CHAIRMAN. And what is the outlay for each one, estimated?

Mr. HERRELL. I would like to supply that for the record, if I may. It varies from place to place.

The CHAIRMAN. It is not identical in each case?

Mr. HERRELL. No, sir. In California, all of the compliance work relating to the entire Mexican program irrespective of the regional boundaries is calculated in the regional office in San Francisco, so it can be readily seen how the cost varies from region to region. In addition to the administrative management division, there is a division which handles transportation. Personnel in this unit make local arrangements with the railroads, bus companies, and other common carriers, in order to move the workers from point to point in accordance with the needs of the program.

The CHAIRMAN. These offices are permanently located—they are not mobile?

Mr. HERRELL. Permanent for the duration; yes.

Mr. WIGGLESWORTH. What are the other two divisions?

Mr. HERRELL. One is responsible for the housing and feeding program and makes arrangements to see that adequate housing is available at the place and at the time the need occurs. It is this division that works with the State sanitation people, for example, in getting their cooperation in making the inspection of the housing, to see whether or not it meets the standards required by the State, and also the requirements of the international contracts.

The fourth division is the program division. This unit assists the director and works with the State extension services in planning the details and operations of the program.

The CHAIRMAN. Then you will prepare for insertion in the record a comparative statement of your set-up and the amounts involved?

Mr. HERRELL. Yes, sir.

The CHAIRMAN. And a comparison of personnel as between 1943 and 1944.

Mr. HERRELL. I would like to ask permission of the committee to supplement my remarks with respect to the details of the operations that are conducted through these offices.

The CHAIRMAN. Can you take as a comparison September 30, or October 31; which would be better?

Mr. HERRELL. I can give you a comparison as of October 31.

The CHAIRMAN. How much more are you asking for 1944 than for 1943, so far as additional personnel are concerned?

Mr. HERRELL. As of October 31, we had in this item of operating expenses a total of 940 people. Our plan is for 1,020 man-years of employment during the next year.

The CHAIRMAN. In your statement you will give the number of people and the rates of pay and the designation of the positions?

Mr. HERRELL. The average rates of pay and the designations of positions are already on the green sheets. But we shall distribute the personnel into different categories according to their primary functions.

The CHAIRMAN. We want both the man-years and the number of positions. Always give us the number of positions, as well as the man-years.

Mr. HERRELL. Yes.

The CHAIRMAN. Then we would also like to have a statement from you as to "other purposes of expenditures," travel, communication, rent, and so forth.

Mr. HERRELL. Yes, sir.

(The information is as follows:)

Estimated break-down for the operating expense project 2 (f)

Object	1943				1944	
	Estimated number man-years			Number personnel on rolls as of Oct. 21, 1943	Estimated number of man-years	Estimated number of positions
	Public 45 ¹	Other funds ²	Total			
I PERSONNEL						
Mexican recruitment	34.6	11.3	45.9	57	42.0	45
Transportation supervisors	20.8	34.3	55.1	87	90.2	94
Farm labor supply assistants and on-site fiscal agents	84.0	9.1	93.1	100	107.1	112
Area representatives and clerical assistants	30.8		30.8	55	58.6	66
Regional staff (includes technical, supervisory, facilitating and clerical personnel of seven regional offices)	279.1	253.1	532.2	641	722.0	746
Total number, personnel	449.3	307.8	757.1	940	1,019.9	1,063
Estimated cost, personal services	\$1,193,790	\$707,688	\$1,801,478		\$2,710,444	
II OTHER EXPENSES						
02 Travel					³ \$495,000	
03 Transportation of things					³ 22,000	
04 Communication service					³ 48,961	
05 Rents and utilities					³ 78,000	
06 Printing and binding					³ 19,500	
07 Other contractual services					³ 27,500	
08 Supplies and materials					³ 19,000	
09 Equipment					³ 71,500	
Total other expenses			⁴ \$807,640		³ 781,461	
Total personal services and other expenses			2,609,118		3,491,905	

¹ Funds under Public Law 45 became available Apr. 29, 1943; therefore, this is only for part of the year.

² Includes funds appropriated to Federal Security Administration and allotted from the President's emergency fund to Federal Security Administration.

³ For detailed basis used in calculating this estimate, see data submitted on page 594 setting forth the method of estimating the total objective classification requirements shown in green sheets; items shown as chargeable to subproject 2 (f) represent estimated cost of this project.

⁴ It has not been possible to include in the record the break-down of other objects of expense chargeable to this project for 1943. Several appropriations were used and the allotment system was not comparable. Therefore, this figure is an estimate.

The CHAIRMAN. What is the difference between the character of expenses under this item and the following item of \$730,000 for administrative expenses?

Mr. HERRELL. The "administrative expenses" item covers all costs, salaries, and expenses at the departmental level. That is, the Washington office.

Mr. WIGGLESWORTH. You mean that is your whole Washington expense?

Mr. HERRELL. Yes, sir; the entire Washington office expense, including allocations to the various staff offices.

Mr. WIGGLESWORTH. And other obligations?

Mr. HERRELL. Yes. It includes allotments to the Federal Extension Service, to the Solicitor's office, the Office of Labor, and other offices in Washington.

Mr. WIGGLESWORTH. And other obligations?

Mr. HERRELL. This \$720,000 estimate for 1944 is the complete cost of the Washington office for all salaries and expenses.

The CHAIRMAN. What is your line of demarcation between what you term "operating cost" and "administrative expenses" in your actual practice?

Mr. HERRELL. We divide it between Washington and the field.

The CHAIRMAN. Your field expense is your operating expense?

Mr. HERRELL. Yes, sir.

The CHAIRMAN. And your Washington expenses are your administrative expenses?

Mr. HERRELL. Yes, sir.

The CHAIRMAN. Why is this increase necessary?

Mr. HERRELL. The \$487,000 "administrative expenses" item in the current year, of course, only covers the expense of the program since April 29. It is not on a full-year basis. Nor does it include expenses chargeable to other funds available prior to the enactment of Public Law 45.

In addition to extending the current year's plan of operation to a full year's basis in 1944, as Colonel Bruton outlined yesterday, we are planning to establish a complete staff in the Washington office to handle all administrative work of this program at the departmental level. That includes the phases of budget and finance personnel, business management, and other related administrative functions.

The CHAIRMAN. Are there any questions on that?

Mr. LUDLOW. I understand you will furnish for the record the sums after each one of the items here on page 53, from 1 to 7?

Mr. HERRELL. We will furnish the best estimates we can possibly get for that.

RECRUITMENT PERSONNEL IN MEXICO

Mr. LUDLOW. How much recruitment personnel do you have in Mexico City?

Mr. HERRELL. In Mexico City we have there now 57 individuals, that is, as of October 31. We are only planning to have the equivalent of 42 man-years there next year. The reason I translate that into man-years is because for certain peak loads we will have to hire a lot of additional clerks to handle the paper work; but, over the year, we estimate it will average 42 full-year positions.

Mr. LUDLOW. What is the need of having such a large personnel there? Your contact is only between a few individuals of the Mexican Government, is it not?

Mr. HERRELL. No, sir.

Mr. LUDLOW. What do you do?

Mr. HERRELL. The largest number of people in Mexico consists of clerks, most of whom are paid the lowest classification grade and salary—\$1,260 per annum—employed to prepare the individual agreements with workers being imported and to make records that are re-

quired on these imported workers. The immigration authorities, as I understand it, require a lot of detailed information, and these employees also work with the recruited workers down there in Mexico City recording information and personal history concerning them.

Mr. LUDLOW. What is the total over-all personnel in Mexico?

Mr. HERRELL. As I say, we had 57 people there as of October 31.

Mr. LUDLOW. I thought you spoke, also, of clerical personnel.

Mr. HERRELL. That figure includes the clerical workers. As I say, by far the majority of that 57 consists of clerical positions. Actually we only have 7 or 8 people above the rank of a \$1,260 clerk in Mexico City, if I remember correctly.

ADMINISTRATIVE EXPENSES

The CHAIRMAN. Taking up the last item under project II, as set out on the last page of the digest submitted to the committee, we have item G—for administrative expenses—\$730,000 for 1944, as compared with \$581,712 estimated obligations for the calendar year 1943. This is broken down generally, as the committee will note, on page 54 of the justifications.

Will you give us, Colonel Bruton, a statement about the five items on page 54, indicating whether the increases shown represent an enlargement of the organization, or whether they are indicative only of a longer period of operation in 1944 as compared with 1943?

Colonel BRUTON. It is primarily the longer period, but there is some increase, which I will ask Mr. Herrell to discuss in a little more detail.

Mr. HERRELL. The estimate for 1944 provides for the continuation on an annual basis of the organization now in effect in 1943, with two exceptions. One, you will notice the item of \$8,000, estimated as the cost in 1943 for the Office of Budget and Finance in the Department. That office during this year is providing certain financial assistance to us in the form of keeping our books and paying salaries and expenses of the Washington office.

Next year, as Colonel Bruton outlined yesterday, the estimate provides for a completely separate set-up on the administrative side for the Office of Labor, and in that set-up there would be provision made for handling this financial work that is now being carried on by that office. For that reason no estimated allotment for that purpose is proposed in 1944.

The only other substantial change is a part of the same general plan just discussed, in which the Office of Labor would provide its own administrative organization in 1944. Right now we are using the administrative offices of the Farm Security Administration. It is believed it would be definitely better from many aspects to have a direct administrative organization which would provide direct control over all finance, personnel management, business management activities, and those other related administrative services that are required.

The CHAIRMAN. Then we would like to have a similar statement for this amount asked for under "Operating expenses." Give us a breakdown of each of the five offices comparing 1944 with the latest data available for 1943. You can give us that in the record.

Mr. HERRELL. All right, sir.

The CHAIRMAN. I wish you would show the number of positions, the designation of the positions, rates of pay, and also give us the usual classification of "other objects of expenditure," so that we will have some idea of your administrative machinery.

Mr. TABER. We ought to have that on a comparative basis between the calendar year 1943 and the calendar year 1944.

Mr. HERRELL. All right, sir. Inasmuch as the designations of positions and the rates of pay are now shown in the green sheets included in the justification, I assume that a distribution of the total number of positions among the five offices will suffice.

TABLE 17.—*Distribution of personnel chargeable to administrative expense project of farm labor supply appropriation, 1943 and 1944*

Office	1943		1944	
	Man-years	Number of positions filled Oct. 31, 1943	Man-years	Estimated number of positions
Office of Secretary.....	4.9	8	(¹)	-----
Office of Information.....	1.3	2	4	5
Office of Solicitor.....	5.1	9	11.5	13
Office of Labor.....	² 82.5	102	139.4	153
Extension Service.....	18.9	29	33.0	35
Total.....	112.7	150	187.9	206

¹ It is planned that the Office of Labor will perform the fiscal services in 1944 that were performed by this office in 1943.

² Includes man-years chargeable both to Public Law 45 and other funds available prior to the enactment of this law.

The CHAIRMAN. Comparing 1944 with your latest date of organization in 1943. That will be September 30 or October 31?

Mr. HERRELL. We could probably give it to you on a basis of October 31.

The CHAIRMAN. And it will be separated into departmental and field forces?

Mr. HERRELL. There are no field services included in this administrative item, Mr. Chairman. Right now, in the green sheets submitted to the committee, the salaries included in administrative expense item provide only for those personnel shown in the departmental service.

The CHAIRMAN. How many field offices has the War Food Administrative currently?

Mr. HERRELL. The Office of Labor?

The CHAIRMAN. Yes.

Mr. HERRELL. We operate through seven regional offices. In order to avoid the necessity for all field employees having to work directly with the regional director, he has representatives stationed in areas where there is a heavy work load to act for him as an expeditor and a general supervisor. This representative, however, has no staff with the possible exception of a stenographer. These areas may or may not be based on State lines; it depends entirely on the volume of work. I think there are 33 such areas proposed at the present time. We are operating 151 camps, and then we have a number of other locations from which the transportation supervisors work, but they could hardly be called offices; they are just places for them to hang

their hats between moves more than anything else. Some of them headquarter with the area representative.

The CHAIRMAN. And are your staffs uniform; are they largely identical, or do they vary according to location?

Mr. HERRELL. The general organizational plan is standard but the regional offices vary in numbers of personnel, depending on the work load.

TABLE 18.—*Estimated distribution of Administrative expenses of the Office of Labor and the Federal Extension Service, 1944*

Object	Federal Extension Service (33 man-years)	Office of Labor (139.4 man-years)	Total
Personal services.....	\$121,262	\$434,923	\$556,185
Travel.....	25,000	17,170	42,170
Transportation of things.....		4,219	4,219
Communication service.....	8,238	12,262	20,500
Printing and binding.....	20,000	5,012	25,012
Other contractual.....	15,000		15,000
Supplies and materials.....	8,500	4,594	13,094
Equipment.....	2,000		2,000
Total.....	¹ 200,000	² 478,180	678,180
Transfers to other offices.....			51,820
Total project 2 (a).....			730,000

¹ The Federal Extension Service is responsible, under the general direction of the Office of Labor, for the intrastate activities included in the 1944 estimate at \$10,300,000.

² The Office of Labor is responsible to the War Food Administrator for the entire farm labor program including general direction of the Extension Service. This Office, therefore, is directly responsible for the interstate and foreign labor activities included in the estimate before the committee at \$29,229,394, and generally responsible, in addition, for the intrastate labor activities estimated for 1944 at \$10,300,000, or a total of \$39,529,394.

Although the personnel figures shown above are all inclusive, the cost of personal service, as well as other items of expense shown in this table only include estimated costs of the Office of Labor and the Extension Service. Other expense shown as "transfers" below.

Estimated break-down for the Administrative Expense Project 2 (g), 1943 and 1944

	1943				1944	
	Public, 45	Other funds	Total	Number persons on rolls, Oct. 31, 1943	Estimated number of man-years	Estimated number of positions
I. Personnel:						
Number.....	94.5	18.2	112.7	150	187.9	206
Cost.....	\$285,304	\$62,594	\$347,898			\$556,185
II. Other expense:						
Travel.....						42,170
Transportation of things.....						4,219
Communication service.....						20,500
Printing and binding.....						25,012
Other contractual services.....						15,000
Supplies and materials.....						13,094
Equipment.....						2,000
Total other expenses.....	¹ 175,962	31,852	² 207,814			121,995
Transfers.....	26,000		26,000			51,820
	475,266	94,446	581,712			730,000

¹ Includes anticipated payments for administrative services rendered under contractual relationships with other bureaus. As reported in the hearings it now appears that some obligations originally estimated will not be incurred.

² Because several funds were used prior to the enactment of Public, 45, on which a comparable accounting break-down was not maintained, it is not possible to distribute these total obligations by objective classification in 1943; this is therefore an estimate.

CHANGES OF LANGUAGE ON ADMINISTRATIVE EXPENSES

The CHAIRMAN. On page 6 of the bill, subsection 3 (b) you are asking for a change which will permit your administrative expenses for the 2-year period not to exceed 2 percent of the two appropriations, that is, \$26,100,000 for 1943 and the \$35,000,000 for 1944, totaling \$61,000,000, which would allow you for the 2-year period a total of \$1,322,000. And you estimate your administrative costs for the calendar 1943 will be \$581,712, which, subtracted from that \$1,322,000, would leave available under this limitation, for administrative costs in 1944, a maximum of \$740,288, and you are asking to use \$730,000?

Mr. HERRELL. Yes, sir. Frankly, the definition of "Administrative expense" is difficult to apply, because some organizations define administrative expenses on a functional basis so as to include only the office of the program director and offices of business management, finance and personnel services; other organizations consider it to mean all expenses at the departmental level, operating in the over-all administrative level, and there are various other definitions.

We have drawn the line between the departmental expenses and field expenses and declared that the personnel in Washington, even though some are performing what might be considered an operating function, are to be considered as administrative expense and that the expense of the field activities are to be considered as operating expense.

OBLIGATIONS INCURRED FOR ADMINISTRATIVE EXPENSES

The CHAIRMAN. How much of this estimate of administrative expenses, \$581,712, for this calendar year, has been obligated, or was obligated up to October 31?

Mr. HERRELL. I do not have the exact figure on that, except as part of the grand total of obligations I referred to yesterday, Mr. Chairman.

The CHAIRMAN. Suppose you put that in the transcript and suppose you also estimate it for the other 2 months—November and December.

Mr. HERRELL. I will be glad to do that.

NOTE.—The estimated obligations to October 31, 1943, under the administrative-expense subproject is \$337,495. This figure includes obligations both under Public Law 45 and other funds that were available prior to the enactment of Public 45. Based on current monthly rate of obligation and considering the increase due to staff being added to accomplish present work requirements, it is estimated that \$140,000 will be obligated for the months of November and December 1943.

The CHAIRMAN. Is the monthly rate increasing, or has it about stabilized?

Mr. HERRELL. It is increasing to this extent: We are now recruiting personnel to help us get caught up on work that has piled up on us since the beginning of this program. As you know, this program was not initiated under Public 45, until late in April. It was necessary to place a great deal of emphasis on the program side to get things started immediately. Consequently more or less routine, but required administrative work, was permitted to pile up. Then because of the temporary character of the program it was not and is not easy to recruit personnel to perform the work. All of this adds up to the fact that we are not current with our administrative work. In addition, we are making preliminary plans looking forward to next year and are recruiting some key personnel who will be available to assist in establishing these separate administrative service functions we have been discussing.

ITEMS INVOLVED IN ADMINISTRATIVE EXPENSES

The CHAIRMAN. No provision for communication is included here in your administrative expense, is there?

Mr. HERRELL. The administrative expense item contained in the budget includes all expenses of the Washington office.

The CHAIRMAN. Both travel and communication?

Mr. HERRELL. Yes; travel, communication, supplies, materials, and all other items of the objective classification that are involved.

The CHAIRMAN. But they are not specifically provided for?

Mr. HERRELL. I believe if you will refer to the language of the act, it says "salaries and expenses"—

The CHAIRMAN. It is not specially set out?

Mr. HERRELL. No; the estimate is shown in the justifications in total. It does not specifically show the various items of expense included, although they are included in the green sheets.

The CHAIRMAN. But it is intended that they be included?

Mr. HERRELL. Yes, sir.

The CHAIRMAN. I note you do set out travel expenses.

Mr. HERRELL. I am not quite sure I follow your discussion.

The CHAIRMAN. I am referring to the language on page 6. [Reading Public No. 45:]

Not more than 2 percent of the funds appropriated by section 1 hereof shall be available for administrative expenses of the Administrator?

Communication is included in that?

Mr. HERRELL. Yes; communication is included in the estimate.

The CHAIRMAN. And you have a break-down which shows the amount of it?

Mr. HERRELL. Yes, sir.

SUMMARIZATION OF ADMINISTRATIVE PERSONNEL

The CHAIRMAN. Now, your green sheets "Statement of personnel for calendar year 1943 and 1944" are on a man-year basis, both departmental and field. We would be glad if you would insert in the record a summarization of these sheets on a position basis.

Mr. HERRELL. Based on our organization at the present time?

The CHAIRMAN. Yes; as I indicated awhile ago, segregating the items under Project 2, so that we will get a view of the whole program in one place in summary form for 1943 and 1944.

Mr. HERRELL. Yes.

Comparative summary of 1943 and 1944 personnel requirements

Project	1943, based on number of persons on rolls Oct. 31, 1943 ²	1944	
		Estimated number of man-years	Estimated number of positions
Operating costs 2 (f).....	800	1,019.9	1,063
Housing project 2 (b).....	551	861.1	928
Total field ¹	1,351	1,881.0	1,991
Administrative expenses 2 (g).....	150	172.4	191
Total.....	1,501	2,053.4	2,182

¹ Excludes canal employees, for which the estimate provides 124.4 man-years in 1943 and 132.2 man-years in 1944.

² The distribution between the first two projects is estimated, as the personnel report does not separate the employees by project, but by grade and classification service.

Mr. TABER. In connection with those green sheets and your statement, there seems to be no classification of these positions between the Director of Labor's Office and the Extension Service.

Mr. HERRELL. That is correct. There is no division between those offices in the green sheets.

Mr. TABER. Is there any way we could have a picture of that?

Mr. HERRELL. We will be glad to furnish that information. The allotment for the Extension Service—

Mr. TABER. I would like to have your Washington overhead segregated between the Director's Office and the Extension Service, if it could be done.

Mr. HERRELL. The allotment to the Federal Extension Service can be set apart and shown separately. It is considered as part of the administrative expense item, therefore it was included in the green sheets as part of that item.

The CHAIRMAN. You can understand that the man-year method there does not give us much idea for 1943, for the reason you are operating for only part of the year.

Mr. HERRELL. Yes. We simply submitted this in accordance with the usual Budget procedure.

The CHAIRMAN. And when you go on a full-time year, manpower and position designations are quite different.

Mr. HERRELL. Yes, sir. We will be glad to furnish that.

(See table 17.)

OVERTIME PAY

The CHAIRMAN. Do these estimates include the amount necessary to pay war overtime pay?

Mr. HERRELL. They do include overtime pay.

The CHAIRMAN. They do include?

Mr. HERRELL. Yes; they do include provision for overtime pay.

PACE AMENDMENT

The CHAIRMAN. Now, if the committee will turn to page 7 of the bill, we have there in section 4 (a) what is known as the Pace amendment, with which we are all familiar, limiting transportation upon written permission secured from the county agent. I see there you suggest a change under which they can be transported outside of the county without prior consent in writing of the county agent; that, instead of requiring the consent of the county agent, you can transport on authorization of the Director of Extension of the State.

Colonel BRUTON. That is correct. It substitutes "State" for "county."

The CHAIRMAN. Why is that change made?

Colonel BRUTON. It places it on the State level. It is believed this would give better coordination of the use of labor and still, at the same time, retain complete control within the State. In other words, it would not go into a State—

The CHAIRMAN. Would you have any difficulty in administering the law as it is?

Colonel BRUTON. I think there probably were some handicaps.

The CHAIRMAN. In what respect?

Colonel BRUTON. Of course we got started late, but the State director of extension is expected to handle the problem within the State, under his over-all set-up, first, within the county, and then between the counties, to the maximum of his ability, before he calls an assistance from outside the State, and that would certainly give him complete authority to act within the State.

The CHAIRMAN. Now, the fact you have transferred this from the county agent to the State director does not mean the State director could not direct any county agent to cease and desist transporting labor?

Colonel BRUTON. No. Of course the State director could handle that as he saw fit, in his State set-up.

The CHAIRMAN. If it would cause a shortage within that county?

Colonel BRUTON. That is correct.

USE OF WORKERS FOR PACKING, CANNING, ETC.

The CHAIRMAN. You also have another provision in the bill on page 13, subsection (h), of section 5, which reads:

When authorized by the Administrator, workers under the program may be used in the packing, canning, freezing, or other processing of perishable fruits and vegetables.

Why is that language included; what is the purpose of it and under what circumstances would the authority be exercised?

Colonel BRUTON. That has been the result, Mr. Chairman, of a specific experience in the past year. In Maryland and New Jersey, there were items particularly at point, where the canneries got glutted to the point that trucks were lined up for a mile or more. They had ample workers in the field, but the canneries were away behind schedule. By shifting some of the workers from the field into the canneries, which was done, it balanced the load, permitted more efficient operation, and prevented the loss of food that would have resulted otherwise.

The CHAIRMAN. This is to enable you to move against emergencies?

Colonel BRUTON. That is right. This does not contemplate employing any labor for this operation, nor are any funds included in the estimate to cover such activities. Only where there is a lack of assistance in the processing labor—

The CHAIRMAN. It would be in emergencies where a loss of the food and vegetables would be involved?

Colonel BRUTON. That is correct.

The CHAIRMAN. Would you object to a modification of it which would render it available only in case of such emergencies?

Colonel BRUTON. No. That is the purpose of it.

The CHAIRMAN. It would be all right to make that modification?

Colonel BRUTON. It is only in case of emergency. And in doing it this past year, it was questionable whether we might not be stretching the law a little bit.

The CHAIRMAN. If this was granted, how would you handle the labor?

Colonel BRUTON. We would handle it just as it was handled this year.

The CHAIRMAN. You would make the contract with the growers, and they would be working for the canneries only temporarily?

Colonel BRUTON. Only temporarily.

The CHAIRMAN. Suppose the canneries and growers wanted them simultaneously, how would you meet that situation?

Colonel BRUTON. Generally, it is a case where the same grower or growers' association is operating both the cannery and the field; this was true in the case that occurred during the past year, under the same contract, and only under the contract, in which they had workers that they were barred from using for anything except strictly agricultural employment.

The CHAIRMAN. What percent of the canneries out there are handled under that sort of an arrangement, under which the growers operate the canneries?

Colonel BRUTON. Under the same association?

The CHAIRMAN. They are all in cooperative associations, of course.

Colonel BRUTON. By and large, the largest percent of the canneries are interwoven with the growers' associations.

The CHAIRMAN. Are there any independent canneries, or is the most of the fruit and vegetable crop out there handled through cooperative organizations that maintain their own canneries in connection with the orchards and fields?

Colonel BRUTON. I could not answer that question specifically as to just what number would fall in each category; but I know by and large that the greatest number of growers are in associations.

The CHAIRMAN. But you would have no objection to a modification to provide for rendering assistance only in an emergency and, if that were done, there would be no likelihood of any conflict between the use of this labor by the canneries and the growers?

Colonel BRUTON. No; not at all. In fact, that was the intention where it says "when authorized by the Administrator."

Mr. TABER. With reference to this particular language, I have been asked by some people who operate canneries to have this read "perishable and seasonal." Would there be any objection on your part to that?

Colonel BRUTON. None whatsoever, sir. That is what is contemplated. The perishables are the seasonal types.

The CHAIRMAN. The canneries will pay for the labor while it is employed by them?

Colonel BRUTON. Oh, yes.

The CHAIRMAN. And the growers will pay while they work for them?

Colonel BRUTON. Yes.

Mr. TABER. And the growers would have preference, would they not, as compared with the canneries?

Colonel BRUTON. Yes, always.

The CHAIRMAN. Where there was a conflict between the two, it would be seldom; as a matter of fact, never under your explanation of the situation at that time. There would never be any conflict?

Colonel BRUTON. There would not be any conflict, because it gets to the point where the man on the grower's side, the picking side, is stymied, because it cannot be handled on the cannery side, and balancing the two is of benefit to both. And, as a rule, they are usually combined into the same association now.

AUTHORITY FOR ASSISTING IN DEFERMENTS OF AGRICULTURAL LABOR

The CHAIRMAN. I note after the bill was printed you sent up a request for additional language on page 3, at the end of the first sentence in paragraph 6, after the word "purposes," to insert a semicolon and add a paragraph (7) [reading]:

Rendering assistance with respect to the deferment of agricultural labor, including, among other things, the furnishing of information on the contribution that individuals subject to selective service are making to agricultural production.

So that it would read:

(6) Payment to or reimbursement of other public or private agencies or individuals for furnishing services or facilities for such purposes; and

(7) Rendering assistance with respect to the deferment of agricultural labor, including, among other things, the furnishing of information on the contribution that individuals subject to selective service are making to agricultural production.

Why the necessity for that language?

Colonel BRUTON. I would just like to cover that in general and then ask Mr. Herrell and Mr. Wilson to go in a little more detail.

The Selective Service, in the last few weeks is commencing to make reviews of all deferred agricultural workers. This throws a far greater load on the county U. S. D. A. war boards than they have heretofore carried in connection with the deferments. The work heretofore has been done primarily by the triple A in the field. The county agents have done a considerable part, but much less than half thereof, and I think we will have some more complete data on that.

In some counties the county agent has carried practically the whole load in getting this data. But now, in reviewing all these cases, it means the county agent has been given complete responsibility and will have to have some assistance not only to carry on what has been carried on by the triple A heretofore, but additional work that will continue, as we estimate, over the next 4 months at a very accelerated pace.

Mr. HERRELL. The language may now authorize this work. It is not definitely clear, however, that it does; and the proposal is for its inclusion so that there will be no question about the authority to incur the expense incident to furnishing this information under this law.

Mr. LUDLOW. Have you any idea how much of a financial obligation that will entail?

Mr. HERRELL. We have worked with the various State directors of extension and with the State directors of the Selective Service in trying to find out just what type of information they will require, and our best estimate of cost is that it will approximate \$2,500,000 to render this service.

We have arrived at that in this way: There are now approximately 1,800,000 agricultural deferrees. It is estimated another 300,000 will be deferred during the ensuing year. That will make a total of 2,100,000 cases for review. If we divide that roughly by the 3,000 agricultural counties, it would mean something like 700 per county.

The type of review that will be required depends to a large extent, at the moment at least, upon individual requirements of the various State directors of Selective Service. Some of them, from what we gather, are going to require a specific and detailed inventory of the work being done on the farm by the registrant, and probably twice a

year at that, to insure there are no agricultural deferrees who are not making a reasonable contribution to agricultural production. Others are suggesting a more general approach to the analysis.

The CHAIRMAN. In that connection, I might say to the committee we have here a reply from an inquiry which we submitted at the hearings on Thursday, requesting a statement as to the number of farm boys going into the armed forces through induction and enlistment, and a tabulation is given here extending through August 1943. And, in forwarding this information, Colonel Bruton admonishes us that inasmuch as this information is confidential, not for release, the table is not to be inserted in the record, but is available for use by the committee in its deliberations.

(After discussion off the record.)

Mr. HERRELL. There is another point in this particular item, Mr. Chairman.

The CHAIRMAN. In that connection, on page 2, it would involve a modification. Under section 2, the sixth line, instead of \$16,000,000, they would require \$18,500,000.

Mr. HERRELL. Yes, sir. The increase in that maximum of \$2,500,000 will not necessitate an increase in the total estimate of \$35,000,000 as originally presented under this bill, for the reason we discussed yesterday, related to the fact that we are going to have, on a basis of very informal and incomplete information, a larger carry-over into the calendar year 1944 than was originally anticipated. The carry-over is not as great as this \$2,500,000 of additional estimated carry-over, but we hope we can make some reduction below this estimate of \$2,500,000.

The CHAIRMAN. \$2,500,000 is a large sum and \$2,000,000, which was tentatively discussed yesterday, I believe, would be a large sum, even if you got it down to \$2,000,000. There must be some grave necessity that would warrant making this change. Really, why is this necessary now; why cannot you get along without it?

Mr. HERRELL. It is related primarily, Mr. Chairman, to the analysis that the Selective Service System itself is initiating, and they are requiring people who are acquainted with agricultural conditions in the various localities to furnish information as to whether or not these registrants deferred in agriculture are actually producing foods. This estimate was based upon the part-time assistance of individuals in these counties who were going out and making these checks and furnishing the information that is required.

Mr. WIGGLESWORTH. Cannot you give us something specific on it, instead of just generalities, which makes it awfully hard to know—

Mr. HERRELL. I can give you the basis of our specific estimate; yes, sir.

The CHAIRMAN. You are making this requirement to see if these boys are actually producing food in agriculture. Are you making a similar requirement as to those deferred in industry, to see if they are actually producing goods, as you propose to do in this case?

Mr. HERRELL. I cannot tell you what approach Selective Service has taken on that. We confine ourselves to agriculture.

The CHAIRMAN. They should be on all fours; they should be treated in the same way.

Mr. HERRELL. I can only assume Selective Service has taken the same approach on all deferments.

The CHAIRMAN. Are you also taking into consideration the fact that recent advice we have from the War Department is that the prospective strength which they expected to reach by next June has now been revised from 8,300,000 to 7,800,000—a reduction of half a million men? Have you taken that into consideration?

Mr. HERRELL. We have taken that into consideration, but——

The CHAIRMAN. Have you also taken into consideration the fact they are turning off thousands and thousands of men in all of these war plants? I noticed here in the last 2 days an estimate of as high as 20,000 workers are being released from various war plants—a TNT plant in Utah; a small arms plant in St. Louis; plants in Michigan and plants all over the country that have now passed their peak employment and are releasing men every day by the thousands.

In view of the reduction half a million men in the planned strength of the Army and the release, surely, of something in that neighborhood from the wartime industry, has that been taken into consideration? What about that, Mr. Wilson?

Mr. WILSON. One of the problems confronting us is knowing the additional manpower required for the armed forces and related services. The best information available to us, and on which we have to work, is that the number of additional men needed by the armed services and in the munition plants in 1944 will exceed the number that will be released from industry.

For instance, information has come to us recently from the State of Louisiana calling attention to the fact that a new plant in that State will be adding 30,000 new workers within the next few weeks and will be combining the State of Louisiana for those workers.

Now, getting back to information, the Extension Service is being asked to supply Selective Service: I suspect there are several reasons why periodic reviews of deferments in agriculture may be desirable. Statements appear in the papers from time to time to the effect that agriculture is accused of hoarding labor. In connection with the west coast manpower program that grew out of the Baruch report, the plan calls for a rechecking of all the deferments in the area, including both industrial and agricultural workers.

We are concerned only with the agricultural aspects of the program which covers a large part of the Pacific Coast States. Similar manpower programs are being set up in other areas. In addition the State selective service boards are taking this matter rather seriously and are in various ways rechecking all of the deferrees. For example, 2 weeks ago, Dean Schaub of North Carolina called me over the phone to report that the State Selective Service in North Carolina had sent out recently a questionnaire to all deferrees in the State of North Carolina. The North Carolina Extension Service is being called upon to check the production information in terms of war units, or other production standards, and to furnish that information to the selective service for their use in determining whether each deferree is producing sufficiently to warrant continued deferment.

The CHAIRMAN. That is the agricultural producer?

Mr. WILSON. Yes.

The CHAIRMAN. Is there anything further you wish to add?

Mr. WILSON. In the past 2 days we have had information from the State director of Mississippi to the effect that the State selective service has sent out a four page questionnaire to be filled out for each one of the 80,000 agricultural deferrees in that State.

Those farmers are standing in line at extension agent's office for help in filling out these questionnaires and interpreting information in terms of agricultural production units. It is estimated that it will take from one-half an hour to 1 hour to assist an individual with his questionnaire.

The CHAIRMAN. When are they to be returned? This money will not become available until about the 1st of January?

Mr. WILSON. They have just started now.

The CHAIRMAN. How soon do you expect them?

Mr. WILSON. I understand in Mississippi they want 20,000 of them in 30 days; 60,000 within 60 days, and the entire 80,000 reviewed within 90 days.

The CHAIRMAN. This money will not be available prior to the first of the year.

Mr. WILSON. The estimated over-all cost is arrived at by dividing the total number of deferrees by the number of counties. That makes 700 cases per county. We have estimated it will be possible to clear about 7 cases a day. Many cases, of course, will be easy to check. Other cases will take considerably longer to investigate. At 7 a day, 100 man-days of work will be required for each of the 3,000 units of 700 each. The estimate of cost has been checked in another way. State selective-service people have indicated an average cost of about \$600 per county; that would be about \$1,800,000 for 3,000 counties. Much will depend upon the amount of information that the State selective-service board requires and whether these reviews are to be made once or twice a year.

The CHAIRMAN. We would like to have you say something, Mr. Wilson, about the discrimination between agricultural and industrial workers, both of whom are exempted because of their essential occupation. Why should you proceed to make an investigation of one and not the other? Why would it not be just as pertinent to investigate the exemption due to occupying a deferred status in industry as it is to agriculture?

Mr. WILSON. I agree with you that there should be no discrimination and I assume there is none. We are concerned only with agriculture.

The CHAIRMAN. So far as you know a similar inquiry is being made of industrial workers?

Mr. WILSON. I have no specific knowledge on that point.

The CHAIRMAN. Where did this originate, Mr. Wilson? This has come to us after the Budget was prepared; it was not included originally.

Mr. WILSON. It came to us after the estimates went to the Bureau of the Budget.

The CHAIRMAN. From what source?

Mr. WILSON. I think it grew out of changes in the functions of the U. S. D. A. war boards, where instead of assigning certain jobs to boards for reassignment at State and county levels specific functions are now to be assigned to agencies to be carried to the field through regular agency channels.

It further appears that the Selective Service is asking current information on production for 1943, which goes beyond anything previously requested.

Mr. LUDLOW. Who determines what makes up the essentialness in agriculture; is that to be predicated upon some statement the deferee himself files?

Mr. WILSON. The one such form I have seen is simply a record of the individual's contribution to agricultural production to serve as a basis for the Selective Service board to form its own judgment regarding the essentiality of the worker.

Mr. LUDLOW. It is a definite check of the record as to what is produced?

Mr. WILSON. That is it. Each statement must be verified by someone who is in position to know or find out the facts as to farm production.

Mr. LUDLOW. Is that step to verify it done out in the State areas?

Mr. WILSON. I am not familiar with the exact procedures followed by the different selective service boards. The analysis of the production data provides a basis for board action.

Mr. LUDLOW. So that the evidence as to the essentialness is based on the observation of some observer who looks into this statement?

Mr. WILSON. The purpose is to arrive at factual information, based on actual production.

Colonel BRUTON. I might say, if I could add a word in that connection, that the Selective Service and the War Manpower Commission do make a periodic check on the industries which has to do with the question of whether the employees in a certain plan are essential, and there all that is necessary for the Selective Service Board to do is determine whether they are being employed. When we get into agriculture they have to check on the question of units of production which makes it a little more difficult.

Mr. WILSON. It is a factual information report as to the production record of the individual.

Mr. TABER. That is no more than you have been asked to do before, is it?

Mr. WILSON. This is a new function for Extension and along with the new assignment comes this enlarged request from the Selective Service, to actually check the contribution that deferred workers are making toward agricultural production.

DEPARTMENTAL PERSONAL SERVICES

Mr. TABER. I want to go into several things that I could not do in any other way.

You seem to be asking for something like, in your departmental service, 172 man-years as against 83, with an increase in the amount of funds for pay from \$285,304 to \$556,185, with pay to these people on the average of better than \$3,000. Now why do you need all of that here in the Department; probably 200 people?

Mr. HERRELL. Mr. Taber, as the chairman has said, the presentation of this particular estimate on an man-year basis makes it difficult to explain, because the program this year was only for part of the year, and it was financed from more than this one appropriation.

Mr. TABER. How do you mean?

Mr. HERRELL. At the present time the Washington office of the Office of Labor, has 102 employees, as compared to the 83 man-years shown in the Budget.

Mr. TABER. How many of those are in the departmental service and how many in the other?

Mr. HERRELL. They are all in the departmental service.

Mr. TABER. Are they all in the Extension Service or are they in the Director's office, or are they so mixed up you cannot give it?

Mr. HERRELL. This 102 is the number of employees of the whole office of labor in Washington.

Mr. TABER. You mean that is the whole lay out?

Mr. HERRELL. Yes, sir.

Mr. TABER. They are practically in the same space, I mean?

Mr. HERRELL. They are all under the direction of the Director of Labor.

Mr. TABER. Whether they are in the Extension Service work or the other?

Mr. WIGGLESWORTH. You mean the Director of Labor of the War Food Administration?

Mr. HERRELL. That number does not include the employees in the Federal Extension Service, chargeable to Public Law 45 funds.

Mr. TABER. You have got 102 or 103. Now how many are you planning to have with this new bill?

Mr. HERRELL. We shall only employ those, Mr. Taber, that are actually needed in the program. I expect the need may approach a maximum of 200 employees in Washington next year, but the estimates before the committee provides less than 150 man-years of employment for the Office of Labor during 1944.

Mr. TABER. Why should you double that force? You are not doubling anywhere near the number of people that you are planning to move from other countries, those that you bring in from the outside.

Mr. HERRELL. That is correct.

Mr. TABER. It looks like you are planning some new activity at a very large expansion of force.

Mr. HERRELL. You are right; it does look that way, but the facts are, Mr. Taber, that we are not now doing the work that is required. We are far behind; we simply cannot catch up nor keep up with our work with the present staff. Many of the employees are working nights and Sundays, long hours, much longer than the regular 8-hour day, on a purely voluntary basis, and without additional overtime pay; we are making every possible effort to keep the work going. But it just cannot be done with the present staff. To illustrate, we have recently been criticized by representatives of the Byrd committee because we had failed to submit their required reports on time. We had a rather pointed request to explain why we were delinquent in submitting certain statements required by the Bureau of the Budget. We are constantly reviewing our organization and our plan of work to make maximum possible use of the staff we do have, but what we must have to do the work is more staff.

Mr. TABER. What is the limit by the Budget as to the number you might have?

Mr. HERRELL. The personnel ceiling?

Mr. TABER. Yes; how much is it?

Mr. HERRELL. The personnel ceiling of the total organization is around 1,800 jobs, including departmental and field.

Mr. WIGGLESWORTH. What about Washington?

Mr. HERRELL. At the present time the ceiling for the Washington office is approximately 125.

Mr. TABER. And the Bureau has approved an estimate that will build it up to 200?

Mr. HERRELL. The number of man-years approved for the office of labor for 1944 is less than 150. The current quarterly ceiling is approximately 125.

Mr. TABER. At the same time there is an unexpended balance for that, with a limitation of 125, and actually 102 employed.

That means just one or two things: The Budget is a little incompetent in the way it has handled your picture or you are not able to get the people that you need in your office?

Mr. HERRELL. The personnel ceiling, Mr. Taber, is fixed on a quarterly basis and the present ceiling expires December 31. The Bureau of the Budget tries to fix the ceiling that is currently applicable somewhere in line with what the requirements of the office are and what the possibilities are for recruiting to meet those requirements. We hope to have our number of employees before the end of this quarter, that is, by December 31, somewhere in the neighborhood of our present ceiling.

Mr. TABER. I have noticed something that I am quite worried about. In some of the States they have in the Extension Service a program for recruitment and placement. Now, why do you need a Deputy Director of Extension for Farm Labor for Extension Service; a Chief of Recruitment and Placement Division; a Chief, Victory Farm, Volunteer Division; a Chief, Women's Land Army; a Chief, Program

Branch? It looks to me that certainly a lot of that is for superfluous help and that you would be better off if you did not have so much.

Mr. HERRELL. This is a new program, Mr. Taber.

Mr. TABER. I appreciate that.

Mr. HERRELL. It is imperative that the job be done. We are endeavoring to plan the program and do this job in the best possible way and in such order as to cost the taxpayers the least amount of money.

You recognize the fact that the Federal Extension Service works from Washington with the 48 different States. We feel this specialization is essential and that the organization that has been approved is required to do the job.

The rates of salary of the personnel and the classifications of their goods are, of course, determined by the Civil Service Commission.

Mr. TABER. I understand that, but why do you need so many? It looks to me like you have just added to the force, instead of having a shortage, it looks like you have added to the surplus.

Mr. WILSON. May I say a word concerning the Federal Extension Service?

Mr. TABER. Yes.

Mr. WILSON. In the Federal Extension Service we are operating under an allotment of funds by Director, Office of Labor. The Deputy Director of Extension handles for the Director of Extension all relationships to the 48 State Extension Services on this farm labor program. He analyzes farm labor needs of States and recommends allotments of funds. He exercises administrative supervision over the expenditure of funds and the conduct of the farm labor program by the respective State Extension Services. He helps to fit the interstate and foreign part of the program with the intrastate part. In order to meet the demands of the States—and we are not able to meet them at the present time—for assistance in connection with the various aspects of the total program, it is necessary to have a capable leader to develop policies, plans, and procedures for the organization and operation of the V. F. V. program, which involves cooperation with the public school systems at national, State, and local levels. At present the Chief of the Victory Farm Volunteers Division has but two assistants and a limited amount of clerical help to handle the national aspects of that program and meet the demands of the States for assistance.

Similarly there is one leader and one assistant for the Women's Land Army movement. In addition to developing policies, plans, and procedures and rendering assistance to States, many problems involving relationship with governmental agencies and women's organizations arise also.

The Recruitment and Placement Division is very largely the operational unit through which the over-all relationships with the States are conducted, and supervision of mobilization campaigns, recruitment and placement procedures, housing, transportation, reporting systems, etc., is maintained. In addition to the chief and assistant chief, we have one other professional person in Washington and two professional people in the field.

The Assistant Deputy Director acts for the Deputy Director in the latter's absence from Washington and handles special functions as assigned, particularly in the interstate recruitment and relationship to the Foreign Labor Branch of the Office of Labor.

The total personnel on farm labor in the Federal Extension Service during 1943 consisted of 13 professional and 18 clerical workers. In 1944, the green sheets show 15 professional and 20 clerical positions.

Mr. TABER. Not much increase in your Extension Service.

Mr. WILSON. Practically none.

Mr. TABER. This year it would be about one-third as many as the Office of Labor and with the increase it would be about one-sixth as many; is that about right?

Mr. HERRELL. On what basis?

Mr. TABER. On the basis of 202 and 133; that is about the way it figures, not very far off. It means that in the other branches you are doing most of the expanding.

Mr. HERRELL. That is correct in that this total increase relates primarily to the added staff required in the Office of Labor to make our work current, Mr. Taber.

Mr. TABER. What are you behind in; just what work are you behind with?

Mr. HERRELL. I have referred to these various administrative problems and there are other activities in which much work must be done to get on a current operating basis.

Mr. TABER. Those are things that you have not been doing before?

Mr. HERRELL. Those are things that have not been done with respect to this, such as the administrative offices and the agencies of the Government, the General Accounting Office, the Civil Service Commission, and other related agencies have done.

Mr. TABER. What is the principal labor economist to do; just what will his job be?

Suppose you put a statement in the record detailing all of these things that you are in arrears on, showing what type of help it will take to do it, and give us some idea of what it is all about.

Mr. HERRELL. Yes; I will be glad to furnish that.

(The information requested follows:)

ILLUSTRATIVE OF ITEM, OF ARREARATES OF WORK

1. Establish methods, forms, and procedures under which contract compliance determinations may be made and sums due as guaranties may be paid to the extent required to the approximate 70,000 foreign workers imported in 1943; also develop methods under which collections from growers to whom these workers have been assigned may be made.

2. Establish an administrative organization, job descriptions, and allocations of positions, in order to transfer the administrative functions now being performed by the F. S. A. for the Office of Labor to this Office.

3. Develop an operating manual for use by farm labor-supply center managers, covering the day-to-day operations of the center. When this handbook is made available to the centers it will not only insure uniformity of operations, but also materially decrease the expense for communications, travel, and other related items of expense now necessary.

4. Establish an accounting system to provide adequate fiscal and budgetary controls and to prescribe reports which furnish current significant data as to the financial condition and progress of the program.

5. Develop policies and detailed procedures under which a uniform feeding program can be conducted directly by the Government. This involves not only uniform procurement methods, but also establishment of operating procedures with O. P. A. and other Government agencies having controls on food and equipment needed in food preparation.

6. Make all reports now overdue to various agencies and organizational units of the Government. This is purely representative and by no means complete.

Mr. TABER. What is this labor economist; what will he have to do?

Mr. HILL. That man's job is this, Mr. Taber: All the requests that come in from the county offices go into the office of the State director where they are reviewed and then sent in to us. This man's responsibility is to determine from where labor should be brought to meet these requests, whether from other States or from foreign countries. In other words he is the spearhead through which all requests for outside labor are coordinated and through which any distribution of labor will be determined.

Mr. TABER. What about the Assistant Chief of the Certification Division? He would be doing just about that job, would he not?

Mr. HILL. This particular job of the first man requires a tremendous amount of work in reaching out for information from the War Manpower Commission, the Bureau of Agricultural Economics, the Immigration Service, and any other Federal agencies who might have some information that would help in determining from where we could get labor and how much. This job is more than any one man can handle. It calls for practical experience, sound judgment, and hard work.

Mr. TABER. You have got three senior agriculturalists in your request instead of two; you are adding an agricultural economist at \$4,600. Why do you need this extra man?

Mr. HILL. In addition to the requests for labor that have been outlined, it is provided in the international agreements that labor shall be paid the prevailing wage existing in the community. We have accordingly set up in every county a committee of farmers, which committee of farmers holds hearings to determine the wages being paid in that particular county. In order to avoid bringing farm labor into a county and have them paid wages that differ from wages paid for the same operation in some other locality in that county, or in adjoining counties, this requires a careful coordination of the orders. Unless this were done, there would be chaos. These positions are absolutely essential to balance out these conditions.

Mr. TABER. Then you have got, over here, another list. Chief, Shelter, Feeding, and Health Division. Is he a civilian or is that Dr. Mott?

Mr. HERRELL. That is a civilian.

Mr. TABER. Assistant to Dr. Mott?

Mr. HERRELL. No, Dr. Mott is in charge of the medical program which is a part of this Division.

Mr. TABER. Chief of the Transportation Division and you have a list of other fellows here at \$4,600. And going over a little further

here you jump from 16 positions to 43 positions, and it just looks to me like that is a great big jump.

Mr. HERRELL. I think, Mr. Taber, if I might put into the record a comparison of the positions filled at the present time with the positions we anticipate having during the ensuing year that some of your questions will be answered.

Mr. TABER. Two senior administrative assistants, \$6,400. It looks to me like you have added a pretty large increase in your estimates, and when you get into the field it seems to be ever more pronounced.

Mr. HERRELL. In the field side, Mr. Taber, from an over-all point of view, we have 1,351 people on the job at the present time.

Mr. TABER. Yes.

Mr. WIGGLESWORTH. This says 1,014.

Mr. HERRELL. The 1,014 figure is on a man-year basis for 1943, Mr. Wigglesworth, and that is just the point I am making. We have 1,351 people now on the job, which is some 350 more people than the 1,014 figure of man-years shown for 1943. The man-year figure in 1943 is not comparable to the man-year figure shown in 1944 unless you take into consideration these two factors: (1) the part-year operation in 1943 and (2) costs in 1943 chargeable to other funds prior to the availability of the farm labor supply appropriation.

Mr. WIGGLESWORTH. This 1944 estimate shows 2,005.

Mr. HERRELL. The 2,005 is all-inclusive; it includes what we now have extended for a full year next year, and also provides for the general expansion of the program provided for in the estimate. A large part is directly related to the increase in the housing project and to the plan for setting up our own finance, personnel, and business services.

Mr. TABER. How much is the increase for the housing project?

Mr. HERRELL. The increase in the housing project is rather substantial and is directly related to proposed expansion in the number of camps.

The CHAIRMAN. The statement we have asked for will break that down by projects so we can have each project before us?

Mr. HERRELL. Yes.

Mr. TABER. You have got 13 area representatives against 5.8, at approximately \$4,500. It looks like a pretty big jump.

Mr. HERRELL. When you realize that the program has only operated about a 6 months' basis this year, that we are just getting our organization established, and that we have not been meeting the requirements this year, Mr. Taber, the increase is not as real as it appears.

Mr. TABER. It is pretty real. You have got, in addition to what has just been indicated, 15 man-years at \$48,000, center managers for farm labor supply that is about \$3,200 average salary for 1943 and you jump from that to 160 man-years at \$514,634 for about the same, average about \$3,200. That is a jump of better than 10 times.

Mr. HERRELL. That is partly due to the delinquent status of our administrative work I was telling you about. If we were current with our civil-service classification work that figure of 15 would be over 100, Mr. Taber, for you will note by turning the page there are two items totalling 97 positions budgeted in 1943 that are not budgeted in 1944 at those particular grades. Reclassifications in many cases are in order

and the fact that we are not current with this work further complicates our budget presentation.

Mr. TABER. You have a great many special agents in here, 8.2 man-years, with quite a little increase; \$26,000, or about \$3,200 a piece. Who are the special agents; detectives?

Mr. HERRELL. No, they are inspectors; they are used in some cases as investigators to determine whether or not the programs from the operations point of view are being operated satisfactorily.

Mr. TABER. Then they are detectives, are they not?

Mr. HERRELL. Well you might call them that.

Mr. TABER. Then you have got for senior administrative assistants a jump from 12 to 17. Then you get over on another page and you jump a group of 98 man-years at \$255,000, to 267 at \$694,000; that is a considerable leap.

Mr. HERRELL. Mr. Taber, if you would double the 98 figure which would about put it on an annual basis for this year, you would then have an increase of roughly one-sixth as many positions in 1944, compared to 1943, instead of what appears to be an increase of roughly 3 times as many. The increase for which the estimate does make provision is necessary to put our program on a sound basis. This year, frankly, it has not been operated in a satisfactory manner from an administrative point of view.

Mr. TABER. Then you have another group of 55 at \$100,000, jumped to 250; that is multiplied by five. And you have another list here jumping from 101 to 203. It looks to me like that whole set-up was a very decided jump all the way through.

OPERATION OF CAMPS COSTS

I do not know whether you can give me these figures or not, but are you able to give me the cost of operation of these camps, by camps?

Mr. HERRELL. We have that in the justifications; there is a tabular statement showing operations.

Mr. TABER. Have you got that tabulated by units?

Mr. HERRELL. We maintain our allotments by camps; yes.

Mr. TABER. That is just what I wanted.

Mr. HERRELL. You desire us to show actual costs of operation?

Mr. TABER. That is what I want, the actual operating costs.

(The information requested follows:)

The centers have not been operated a full calendar year, under Public No. 45, and in addition, some of the camps in Southern States are just being opened. It would therefore be necessary at least to estimate a part of the year on most camps and practically all the year on others. For this reason it is believed the typical budgets previously included in this record plus the over-all operating costs estimated for camp operation is as current and as factual information as it is possible to obtain at this time.

Mr. TABER. Then I would like to have the total expense of operating these camps that you were operating under your jurisdiction, indicating the number of people in them and the number of camps.

Mr. HERRELL. The capacity of the camps?

Mr. TABER. No; the number of people in them.

Mr. HERRELL. We would have to get the man-days occupancy for a certain period.

Mr. TABER. Well, if you can give me the maximum occupancy and the expense of operating them, I expect that is all I could ask you to do. I think you ought to be able to do that.

Colonel BRUTON. Yes; I am sure we can furnish that information.

Mr. TABER. Showing the maximum operating capacity.

Mr. HERRELL. We shall supply that for the record.

(The information requested follows:)

During 1943, 151 farm labor supply centers were operated, in which the maximum housing provided was for from 70,000 to 80,000 single workers. The total estimated cost of furnishing this housing on a part-year basis is \$2,896,388. The distribution of these camps, by types and by States, has previously been included in this record.

During 1944, 49 additional centers are estimated to be needed, which would furnish housing to an additional 14,700 workers, or an average of 300 workers per camp.

The total cost of operating, managing, and maintaining the total housing that would thus be available in 1944 (exclusive of the cost of construction and original equipment required in the new centers) is estimated at \$5,086,579. This consists of project 2 (b) (1) and project 2 (b) (3) shown in the digest already made a part of this record.

Mr. TABER. Mr. Wilson, could you give us that same information for the Extension Service?

Mr. WILSON. It would be very difficult, Mr. Taber, because of the fact that the Extension Service operates in cooperation with the local organizations. Some of these organizations provide the facilities and bear a considerable part of the expense.

Mr. HERRELL. The green sheets from which you have been reading, Mr. Taber, show in the 1943 column only the expenses chargeable to this Public No. 45 appropriation. This digest which we presented indicates that there is a total of \$2,600,000 for operating costs during the current year, and includes only \$1,700,000 reported here in the 1943 column as chargeable to Public, 45; roughly \$1,000,000 would be charged to the \$4,500,000 emergency allotted from the President's fund.

Mr. TABER. What I want is what these things cost rather than—

Mr. HERRELL. Rather than the appropriation to which they are charged?

Mr. TABER. Yes.

(The information requested on the centers operated for the interstate and foreign workers appears above.)

Mr. TABER. We can give you a table of some kind, as accurate as we can get it.

Mr. TABER. I understand that Director Simons is still here. Would you not be able to get from him the cost of operating the camps in New York?

Mr. WILSON. I think we may be able to do that so far as New York is concerned.

Mr. TABER. And what other States are represented here by extension officers? I think it would be possible to contact them.

NOTE.—It is understood that since these hearings were held Director Simonds, of New York, and Mr. Parker, of California, have furnished directly to the committee the desired information.

Mr. WILSON. Alabama was one.

Mr. TABER. Minnesota, Maryland, Alabama, New York; and a gentleman was here from California also.

Mr. WILSON. So far as California is concerned practically all of their farm labor housing has been handled by the farm production council under State appropriations rather than by the Extension Service.

Mr. TABER. I think he can give it to you.

You have a very considerable number of these camps in some of these States that were handled by you. There seem to have been others; right up in New York, for instance, they had.

Mr. WILSON. Yes.

Mr. TABER. Maryland is quite an item. Have you any figures as to the cost of constructing the camps for this subitem?

Mr. WILSON. We did no new construction.

Mr. TABER. You are asking for no money for new construction in the Extension Service?

Mr. WILSON. Practically none; in the estimates there is permissive language.

Mr. TABER. But no money?

Mr. WILSON. No money.

Mr. TABER. I think I have covered all that I have in mind.

COST OF LABOR OFFICE OF THE WAR FOOD ADMINISTRATION

Mr. WIGGLESWORTH. How long has the Labor Office of the War Food Administration been in being?

Mr. HERRELL. The Administrator's memorandum creating the Office of Labor was issued June 21, 1943. The organizational chart was approved as of July 1; it has been in operation a little less than 6 months.

Mr. WIGGLESWORTH. Do I understand correctly that both on this digest covering this request and on the green sheets before us that the activities of that office and the Office of the Extension Service are lumped together?

Mr. HERRELL. Yes; that is correct.

Mr. WIGGLESWORTH. And the figures are lumped together?

Mr. HERRELL. Yes.

Mr. WIGGLESWORTH. It may be that this question has been asked before, but I would like to be sure that it is in the record: Is the cost of the new Labor Office of the War Food Administration as distinct from the Extension Service indicated?

The CHAIRMAN. Yes; that was put in this morning.

Mr. WIGGLESWORTH. I have been absent a part of the time and perhaps this information has already gone in, but I think we ought to have the figures setting that out in detail.

Mr. HERRELL. That is already a part of the record.

Mr. WIGGLESWORTH. The details I take it will show the break-down of the new organization by regions, camps, and so on.

Mr. HERRELL. Yes.

Mr. WIGGLESWORTH. How much of the personnel that is shown on the green sheets is set up in Extension Service?

Mr. HERRELL. There are approximately 35, as I remember it.

Mr. WIGGLESWORTH. All of the personnel on the green sheets is for the Labor Office of the W. F. A.?

Mr. HERRELL. No. The green sheets include all personnel in Washington irrespective of the office of employment.

Mr. WIGGLESWORTH. To what extent, if any, does the present personnel of the W. F. A. Labor Office, either department or field, represent former personnel of the F. S. A.?

Colonel BRUTON. In the field, a large number of the camp personnel has been picked up as we could get it. I would say that over half of the field operating personnel has been at one time or another in the employ of the Farm Security Administration in their camp program.

Mr. WIGGLESWORTH. How about the employees in the Department?

Colonel BRUTON. I expect that is about the same.

Mr. HERRELL. Some of the employees who were transferred from the Farm Security Administration to the Office of Labor had been employed in that agency only in connection with the labor program after it was established by the allocation from the President's emergency fund.

Mr. WIGGLESWORTH. Is it true that approximately 50 percent of your total personnel are former Farm Security Administration employees?

Colonel BRUTON. That is approximately correct. We endeavored to secure employees experienced in camp work wherever we could recruit them.

COMMUNICATION SERVICES

Mr. WIGGLESWORTH. I notice that the estimate for other obligations seems to be going up very substantially. For instance, for communication services the amount has jumped from \$77,100 to \$129,461.

What kind of a check do you keep on your long-distance telephone calls?

Mr. HERRELL. We have a report made at the end of each month showing the names of the people who initiated the calls, the individuals or offices called, the length of the call, in minutes, where there is any question concerning the need for making the call we ask for a detailed explanation.

The \$77,100 item in 1943 is only the total out of the Public Law 45 appropriation. There were other charges against the President's emergency fund. This is, frankly, an expensive program. It's one that requires immediate action.

Mr. WIGGLESWORTH. Do you telephone to Mexico in reference to any of this work?

Mr. HERRELL. Yes. We have to telephone to Mexico frequently.

In the scheduling of trains for the transportation of agricultural workers all over the United States, arrangements have been completed with the American Association of Railroads and the Office of Defense Transportation to provide that such movements of workers will be given priority next to troop movements. To complete this arrangement and put it into effect, it was necessary to agree to handle all requisitioning of railroad equipment and facilities directly with the association. The association has direct communication lines to all railroads and operates entirely on the basis of central control. Because of the manner in which the association operates, it is necessary to channel all Office of Labor field requests for railroad facilities through our Washington office and to have the central office notify our field

offices when definite commitments have been made in regard to equipment needed.

Due to the time element involved in preparing for a movement of agricultural workers at both entrainment and detrainment points, it is necessary for the central office to handle the majority of requests for information and notification of plans by telephone or telegraph. Telegrams must be sent and telephone calls must be made to areas all over the United States and to recruitment areas in Mexico, the Bahamas, and Jamaica. These wires and calls, because of their very nature, must be frequent in order that transportation scheduling and movement of workers may be coordinated with the railroads' ability to provide facilities and with the need and readiness of areas of employment to receive and house such workers. The use of this means of communication eliminates, in many instances, the expenditures of greater sums of money to provide emergency housing and subsistence which would result from lack of information on movements of workers in the field.

Field offices must keep in touch with the Washington office on train schedules and with housing centers on the field level in order to arrange for the shelter required upon arrival of the workers.

Wherever it is possible to do so, the Office of Labor has a definite policy of using the mails for the transmittal of information needed in Washington and the field. However, as pointed out above, the type of program being carried on necessitates a greater expenditure of funds for communications than is ordinarily required in Government agencies.

Mr. WIGGLESWORTH. This estimate is for your operations up to December 31?

Mr. HERRELL. Yes, sir.

Mr. WIGGLESWORTH. That is roughly \$12,000 or \$13,000 a month for telephone service.

Mr. HERRELL. This estimate includes not only telephone service, but telegrams, cablegrams, postage, and other items related to communications.

RENTS AND UTILITY SERVICES

Mr. WIGGLESWORTH. For rents and utility services I notice that you are asking an increase from \$369,000 for the calendar year 1943 to \$777,000 for the calendar year 1944. That is an increase of about 100 percent. Why is that?

Mr. HERRELL. The same answer applies to all of those questions, Mr. Wigglesworth. The 1943 figures are only for part of the year, and only the ones charged to this appropriation. Then also in this item, as in the other items, there is planned expansion in the housing program.

Mr. WIGGLESWORTH. There is not much rental to be paid in camps, is there?

Mr. HERRELL. The amount for utility services is the largest part of the item.

Mr. WIGGLESWORTH. Will you give us a little more detail about that in the record?

Mr. HERRELL. Yes, sir.

OTHER CONTRACTUAL SERVICES

Mr. WIGGLESWORTH. For other contractual services you are estimating an increase from \$430,756 for the calendar year 1943 to \$1,130,525 for the calendar year 1944. What is the reason for that tremendous increase?

Mr. HERRELL. The answer is the same here. This item includes among other expenses costs of contracts for moving our mobile camps from one place to another to meet the housing needs with as few camps as possible.

Mr. WIGGLESWORTH. What is the reason for that 300-percent increase?

Mr. HERRELL. That is for putting the program on a full-year basis and provides for the expansion in the number of centers to be moved and serviced.

Mr. WIGGLESWORTH. I would like to have something more than that in the record to justify the increase.

Mr. HERRELL. Yes, sir; we will give you that statement in the record.

LANDS AND STRUCTURES

Mr. WIGGLESWORTH. What is included in the item for lands and structures, for which you are estimating an increase from \$134,150 for the calendar year 1943 to \$2,605,680 for the calendar year 1944?

Mr. HERRELL. That is for the new camp program with respect to items incident to construction.

Mr. WIGGLESWORTH. How is that amount arrived at?

Mr. HERRELL. By the use of the typical tables in the justifications.

Mr. WIGGLESWORTH. Have you acquired the land already?

Mr. HERRELL. We do not plan to acquire any new land. We plan to use leased sites.

Mr. WIGGLESWORTH. You only had an appropriation of \$134,150 for this year, but you expect to use \$2,605,680 for 1944?

Mr. HERRELL. Yes; that is right; because no construction was authorized in Public Law 45 this year, and the only items included in the expense incurred in 1943 relate to the operation or maintenance, as distinguished from construction.

GRANTS, SUBSIDIES, AND CONTRIBUTIONS

Mr. WIGGLESWORTH. What is the final item under "Other obligations" for? It says, "grants, subsidies, and contributions," and there is an increase from \$16,866,701 for the calendar year 1943 to \$27,121,115 for the calendar year 1944.

Mr. HERRELL. That covers all payments to the States for the intra-state program; the transportation and subsistence expenses of the interstate and foreign workers' money to be used as a working fund for our feeding program, and as a working fund for the payment of subsistence guaranties in connection with foreign contracts and the health and medical program.

Mr. WIGGLESWORTH. I wish you would break that down for the record.

Mr. HERRELL. Yes, sir.

The CHAIRMAN. In connection with these figures you should take into consideration the fact that all of the 1943 estimates are only for part of a year, for from 6 to 8 months, whereas the 1944 estimates are for the entire year.

Mr. HERRELL. Yes; and also the figures in the 1943 column do not include the total funds available.

Mr. WIGGLESWORTH. If you get this money, is that all you expect this year, or are you going to get a lot more funds from some other source?

Mr. HERRELL. We are only expecting the amounts proposed in this estimate. We have not used any other funds since the appropriation under Public Law 45 became available. We issued a stop order against using any remaining balances under the President's emergency fund as of the date Public Law 45 was approved.

DISTRIBUTION OF OTHER OBLIGATIONS

The detailed basis for each item of the objective classification showing the items included and the method of calculation follows:

TRAVEL

Farm labor supply estimate 1944 detailed basis of funds estimated to be required for objective classification item—02, travel

Estimated number of travelers	Approximate average annual cost		Total estimated annual cost	Included in sub-project
227	\$1,934	To provide for rail fare, per diem, and incidental expenses of (1) labor escorts who travel with groups of workers between points of recruitment and employment for the purpose of arranging transportation and providing subsistence and emergency medical care en route; (2) traveling expenses within areas of employment to determine that workers are being utilized in accordance with Public Law 45 and are provided employment in accordance with the terms of international agreements.	\$439,000	2 (b)
670	200	To provide for mileage and common carrier cost, per diem and incidental expenses of farm-labor supply center personnel for local travel in the vicinity of the farm-labor supply center for the purpose of working with employers on labor problems, and various administrative matters in connection with the operations and maintenance of the center and the personnel of mobile centers transferred between operating sites.	134,000	2 (b)
100	560	To provide rail fare, per diem, and incidental expenses of personnel of the regional staff of the Office of Labor engaged in the audit of accounts and records maintained in farm-labor supply centers in connection with the fiscal phases of the center operations, including examination of collection records for rentals, receipts derived from the feeding program, wage deductions remitted by employers on behalf of workers, engaged in over-all training and supervision, etc.	56,000	2 (f)
44	958	To provide for rail fare, per diem, and incidental expenses of officials engaged in (1) negotiations of agreements with foreign governments, (2) coordination of labor programs between regions, (3) necessary administrative travel incident to the operation of the program on a national level, (4) installation of systems and training in connection with the establishment of its own fiscal, business management, and personnel services at the regional office level (previously performed by another bureau of the Department).	42,170	2 (g)
		Total.....	671,170	

TRANSPORTATION OF THINGS

Farm labor supply estimate, 1944, detailed basis of funds estimated to be required for objective classification item—03, transportation of things

	Number of centers	Cost	Amount	Included in sub- project
Permanent type farm labor supply centers:				
Transportation of supplies and materials to the centers including movement of ticks, blankets, equipment, demountable units, etc., to and from storage warehouses at the commencement and close of each camp season.....	44	\$500	\$22,000	2 (b)
Portable type farm labor supply center:				
Transportation of supplies, materials, and demountable facilities between operating sites and to and from storage warehouses at the commencement and end of each camp season.....	121	500	60,500	2 (b)
Proposed new portable tent type farm labor supply centers:				
Transportation of all supplies, furnishings, and equipment from points of purchase to initial sites and transportation of supplies, equipment, and demountable facilities between operating sites and to storage warehouses at the close of the operating season.....	35	1,000	35,000	2 (b)
Transportation of administrative and operating supplies and equipment (excluding farm labor supply center items).....			2,344	2 (f)
Transportation of household goods and personal effects of an estimated 125 transferred employees at an average cost of \$191 (includes packing and crating).....			23,875	
Total.....			143,719	

COMMUNICATION SERVICE

Farm labor supply estimate, 1944, detailed basis of funds estimated to be required for objective classification item—04, communications

	Cost per center	Amount	Included in sub- project
200 farm labor supply centers at average of \$25 per month:			
Fixed charges.....	\$4.50		
Telegrams.....	5.50		
Postage.....	2.00		
Tolls.....	13.00		
Total.....	25.00	\$60,000	2 (b)
33 area offices at average of \$15 each per month:			
Fixed charges.....	4.50		
Telegrams.....	3.50		
Postage.....	2.00		
Tolls.....	5.00		
Total.....	15.00	5,940	2 (f)
7 regional offices at average of \$512 each per month:			
Fixed charges (includes switchboard, main line and extension rentals and charges for trunk lines).....	191.00		
Tolls.....	163.00		
Telegrams.....	100.00		
Postage.....	58.00		
Total.....	512.00	43,021	2 (f)
Departmental offices at average of \$1,708 per month:			
Fixed charges (includes equipment rental—trunk lines, main lines, extensions, etc.).....	350.00		
Tolls.....	950.00		
Telegrams.....	300.00		
Postage.....	108.00		
Total.....	1,708.00	20,500	2 (g)
Grand total.....		129,461	

RENTS AND UTILITIES

Farm labor supply estimate 1944, detailed basis of funds estimated to be required for objective classification item—05, rents and utilities

	Cost per center	Amount	Included in sub- project
44 farm labor supply centers will average \$5,175 each per year including:			
Light and power.....	\$2,750		
Heat.....	1,225		
Water.....	1,200		
Total.....	5,175	\$227,700	2 (b)
107 farm labor supply centers will average \$3,257 per year including:			
Land leases.....	478		
Warehouse rentals.....	478		
Light and power.....	1,015		
Heat.....	900		
Water.....	386		
Total.....	3,257	348,499	2 (b)
14 farm labor supply centers will average \$3,157 per year including:			
Light and power.....	815		
Heat.....	386		
Garbage disposal.....	500		
Water.....	500		
Land leases.....	478		
Warehouse leases.....	478		
Total.....	3,157	44,198	2 (b)
35 farm labor supply centers will average \$2,266 per year including:			
Land leases.....	478		
Water.....	500		
Light and power.....	810		
Warehouse rental.....	478		
Total.....	2,266	79,310	2 (b)
33 offices of area representatives at average cost of \$50 per month each ¹		19,800	2 (f)
7 regional offices at average cost of approximately \$693 per month each ¹		58,200	2 (f)
Total.....		777,707	

¹ Contracts for space will generally include utilities.

PRINTING AND BINDING

Farm labor supply estimate 1944, detailed basis of funds estimated to be required for objective classification item—06, printing and binding

Includes cost of printing official forms, recruitment posters for Victory Farm Volunteers, Women's Land Army, etc., and necessary recruitment literature and bulletins (see further comments in testimony explaining use of printing fund), \$44,512.

This has not been subdivided among the various subprojects.

CONTRACTUAL SERVICES

Farm labor supply estimate 1944, detailed basis of funds estimated to be required for objective classification item—07, other contractual services

	Cost per center	Amount	Included in sub-project
44 centers:			
Garbage disposal.....	\$750		
Shelter maintenance and repair.....	3,525		
Total.....	4,275	\$188,100	2 (b)
107 centers:			
Maintenance and repair of motorized equipment.....	1,000		
Dismantling and erecting of portable facilities.....	4,000		
Alterations and repairing of shelters and tent platforms.....	1,775		
Total.....	6,775	725,925	2 (b)
14 centers:			
Operation, maintenance and repair of motorized equipment.....	1,000		
Dismantling and erecting of portable facilities.....	2,000		
Total.....	3,000	42,000	2 (b)
35 centers:			
Operation, maintenance and repair of motorized equipment.....	800		
Maintenance and repairing of tents and tent platforms.....	1,500		
Dismantling and erecting portable facilities.....	1,500		
Total.....	3,800	133,000	2 (b)
Departmental and field offices (this item includes operation, maintenance, and repair expenses for 195 vehicles at an average cost of approximately \$18 per month).....		42,500	2 (f), 2 (g)
Total.....		1,130,525	

Farm labor supply estimate, 1944, detailed basis of funds estimated to be required for objective classification item—08, Supplies and materials

Farm labor centers	Amount per year per center	Amount	Included in sub-project
44 centers:			
Janitor and miscellaneous supplies.....	\$1,200		
Gas, oil, and maintenance parts.....	1,500		
Total.....	2,700	\$118,800	2 (b)
107 centers:			
Janitor and miscellaneous supplies.....	643		
Replacement of blankets, ticks, etc.....	750		
Total.....	1,393	149,051	2 (b)
14 centers:			
Janitor supplies.....	643		
Replacement of blankets, etc.....	750		
Maintenance and repair of shelters.....	250		
Total.....	1,633	22,862	2 (b)
35 centers:			
Maintenance and repair of tents and tent platforms.....	300		
Fuel oil.....	386		
Replacement of blankets, ticks, etc.....	750		
Janitor supplies.....	643		
Total.....	2,079	72,765	2 (b)
Departmental and regional offices (administrative supplies for 2,053 employees at approximately \$1.30 per month per employee).....		32,094	2 (f)
Total.....		395,572	

EQUIPMENT

Farm labor supply estimate, 1944, detailed basis of funds estimated to be required for objective classification item—09, equipment

Farm labor supply centers	Amount per year per center	Amount	Included in sub- project
44 centers:			
Camp operating equipment.....	550		
Camp furnishings.....	2,350		
Mess equipment.....	400		
Total.....	3,300	145,200	2(b)
107 centers:			
Operating equipment.....	550		
Equipment furnishings.....	1,125		
Mess equipment.....	450		
Total.....	2,125	227,375	2(b)
49 centers (Replacement of mess equipment).....	225	11,025	2(b)
OUTFITTING OF NEW PORTABLE TENT TYPE FARM LABOR SUPPLY CENTERS			
35 camp furnishings:			
Chairs, 102 at \$1.50.....	153		
Stoves, 56 at \$10.....	560		
Space heaters, 2 at \$15.....	30		
Cots, 306 at \$6.....	1,836		
Tents, 55 at \$80.....	4,400		
Assembly tent, 1 at \$500.....	500		
Total.....	7,479	261,765	2(b)
35 camp operating equipment:			
Trucks, 1 at \$1,000.....	1,000		
Tools, hose, fire extinguisher, 1 set at \$250.....	250		
Office equipment, 1 set at \$490.....	490		
Total.....	1,740	60,900	2(b)
45 mess equipment (10 additional sites approved):			
Ranges, 3 at \$105.....	1 315		
Refrigeration equipment, 1 at \$600.....	1 600		
Kitchen, 1 set at \$900.....	1 900		
Total.....	1,815	81,675	2(b)
14 Camp furnishings:			
Chairs, 105 at \$1.50.....	157.50		
Stoves, 81 at \$10.....	810.00		
Space heaters, 2 at \$15.....	30.00		
Cots, 310 at \$6.....	1,860.00		
Total.....	2,857.50	\$40,005	2(b)
14 Camp operating equipment:			
Truck, 1 at \$1,000.....	1,000.00		
Tools, hose, fire extinguisher, 1 set at \$250.....	250.00		
Office equipment, 1 set at \$490.....	490.00		
Total.....	1,740.00	24,360	2(b)
14 Mess equipment:			
Ranges, 3 at \$105.....	315.00		
Refrigeration equipment, 1 at \$600.....	600.00		
Kitchen equipment, 1 set at \$900.....	900.00		
Total.....	1,815.00	25,410	2(b)
Departmental and field offices:			
Purchase of 60 passenger-carrying automobiles at \$800, to replace unusable equipment. For use in transportation of workers on short hauls.....		48,000	2(f)
Purchase of 7 bookkeeping machines with attachments at \$2,000.....		14,000	2(f)
Purchase of 34 adding machines at approximately \$338 each.....		11,500	2(f)
Total.....		951,215	

¹ Provision for feeding at 45 sites.

LAND AND STRUCTURES

Farm labor supply estimate, 1944, detailed basis of funds estimated to be required for objective classification items—10, lands and structures

ESTIMATED COST OF CONSTRUCTION AND EQUIPMENT FOR TYPICAL PORTABLE TENT-TYPE CENTER

[35 such units proposed to operate on 70 sites]

Construction	Number of units	Unit price	Cost per site	Amount	Included in sub-project
Storage shelter.....	2	\$882	¹ \$1,764	\$123,480	
Laundry shelter.....	1	1,140	¹ 1,140	79,800	
Shower shelter.....	1	1,932	¹ 1,932	135,240	
Mess hall.....	1	3,850	² 3,850	173,250	
Privies.....	4	704	¹ 2,816	197,120	
Water service unit.....	4	188	¹ 752	52,640	
Water system and well.....			¹ 3,500	245,000	
Sewer system.....			¹ 2,500	175,000	
Electrical system.....			¹ 1,500	105,000	
Roads, drainage, and miscellaneous utilities.....			¹ 1,000	70,000	
Contingencies.....			¹ 920	64,400	
Platforms, regular.....			¹ 4,125	288,750	
Platforms, assembly tent.....			¹ 400	28,000	
Total.....			26,199	1,737,680	2 (b)

¹ These items are necessary at the 70 proposed sites.

² Provision for feeding at 45 sites.

ESTIMATED COST OF CONSTRUCTION AND EQUIPMENT FOR TYPICAL PORTABLE SHELTER TYPE (FRAME CONSTRUCTION) CENTER

[14 such units proposed]

Construction	Number of units	Unit price	Cost per site	Amount	Included in sub-project
Duplex shelter.....	38	\$882	\$33,516	\$469,224	
Office shelter.....	1	966	966	13,524	
Managers shelter.....	1	882	882	12,524	
Clinic shelter.....	1	1,198	1,198	16,772	
Staff shelter.....	2	882	1,764	24,696	
Storage shelter.....	2	882	1,764	24,696	
Laundry shelter.....	1	1,140	1,140	15,960	
Shower shelter.....	1	1,932	1,932	27,048	
Mess hall.....	1	3,850	3,850	53,900	
Privies.....	4	704	2,816	39,424	
Water service units.....	4	188	752	10,528	
Water system and well.....			3,500	49,000	
Sewer system.....			2,500	35,000	
Electrical system.....			1,500	21,000	
Roads, drainage, and miscellaneous utilities.....			3,000	42,000	
Contingencies.....			920	12,880	
Total.....			62,000	868,000	2 (b)
Grand total.....				2,605,680	

GRANTS, SUBSIDIES, AND CONTRIBUTIONS

Farm labor supply estimate, 1944, detailed basis of funds estimated to be required for objective classification item—11, grants, subsidies, and contributions

	Amount	Included in sub-project
Payments to States.....	\$10,300,000	1
Transportation and subsistence en route of foreign and interstate workers.....	12,474,440	2 (a)
Feeding.....	2,025,000	2 (c)
Health protection and medical services for interstate and foreign workers.....	1,814,075	2 (d)
Special subsistence allowances guaranteed to workers.....	507,600	2 (c)
Total.....	\$27,121,115	

SATURDAY, NOVEMBER 20, 1943.

FARM LABOR SUPPLY, PROGRAM, PROBLEMS, AND NEEDS

STATEMENT OF HON. MARVIN JONES, WAR FOOD ADMINISTRATOR

The CHAIRMAN. Judge Jones, the War Food Administrator, was out of town when we began our hearings on this resolution, but he is here this afternoon. We will be glad, Judge Jones, if you will give us a general statement.

GENERAL STATEMENT

Judge JONES. Mr. Chairman, I have a brief statement prepared that I can file for the record.

The CHAIRMAN. We will be glad to have you submit that and summarize it orally.

(The following statement was submitted by Judge Jones:)

STATEMENT FOR THE WAR FOOD ADMINISTRATOR BEFORE THE APPROPRIATIONS COMMITTEE CONCERNING THE FARM LABOR SUPPLY PROGRAM FOR 1944

Each successive year of the war brings increased demands upon the American farmer. In order to meet the food and fiber requirements of 1943, American farmers had to exceed their production in the banner year 1942. In spite of floods, droughts, and many other difficulties, it now appears that production in 1943 will exceed that of last year by approximately 5 percent.

The fact that this record production was accomplished in the face of a serious shortage of skilled labor is one of the outstanding achievements on the home front. It is estimated that since April 1, 1940, about 4,000,000 workers have left the farms. Although there have been some replacements, a great part of the loss consisted of young men, the group who are the most highly skilled and best able to stand the long hours of hard work required on the farm.

To compensate for this loss of experienced manpower, the American farmer has been driven to extreme measures. He has increased his own working hours. He has brought his wife and children into the working force. He has trained inexperienced city youth, women, and men to help him pull through his seasonal peak labor periods. He has used foreign workers, troops, and prisoners of war.

The act under which we have been operating (Public Law 45, 78th Cong.) directed that roughly half (not less than \$9,000,000 nor more than \$13,050,000) of the \$26,100,000 appropriated would be apportioned among the several States to enable the various State agricultural extension services, under the supervision of the War Food Administrator to recruit, transport, train, and place farm workers within the various States. The remainder of the appropriation (not to exceed \$13,050,000) was made available to the War Food Administration for such interstate and foreign labor activities as were necessary to supplement the work of the State extension services. The Office of Labor was established as a separate agency within the War Food Administration, directly responsible to the Administrator, to direct the total farm labor program. The great bulk of this year's farm labor needs are being met through longer hours of work by farmers and their families and through mobilization of local labor. The 650,000 volunteer neighborhood leaders organized by the Extension Service have done a very effective job in arranging the exchange of labor and labor-saving machinery among farmers. The extension services have also enlisted the aid of service clubs, chambers of commerce, women's clubs, defense councils, civic organizations, schools, and youth organizations, in mobilizing the residents of towns and cities.

Most of the efforts of the extension services have resulted in direct arrangements between farmers and workers and hence are not reflected in placement records, but reports from local offices indicate that during the 6-month period from May through October 1943, approximately 3,400,000 placements were made. It is estimated that these placements involved 1,600,000 different workers who were employed by 1,000,000 farmers.

In spite of the valiant efforts of the farmers and their families, the help contributed by nonfarm residents of the local communities, and interstate workers moving at their own expense, there was not enough labor to harvest crops and it became necessary to bring in labor from interstate and foreign sources. During the period from September 1942 until October 1943 a total of 20,234 domestic seasonal workers had been transported from 26 States having available labor at certain times to 35 States having serious shortages of farm workers. Five thousand and fifty-eight year-round, full-time workers were transported and placed on dairy, poultry, and general farms. The War Food Administration through the State Department, negotiated agreements with Mexico, the Bahama Islands, and Jamaica, by which 52,624 workers were imported from Mexico, 4,698 from the Bahama Islands, and 8,828 from Jamaica. These laborers have been working in 30 States, cultivating and harvesting vegetables, truck crops, potatoes, fruits, sugar beets, and other agricultural commodities. From the funds available to the Administration, housing, feeding, medical care, and other related services have been furnished to these interstate and foreign workers.

In addition, arrangements were made for the use of 12,600 Japanese evacuees, 44,000 inmates of institutions, 2,500 conscientious objectors, 54,500 members of the military service volunteering for farm work on passes of from 1 to 3 days' duration, 7,425 soldiers detailed by the War Department, and 45,400 prisoners of war in agricultural work during the current year.

This has been a difficult program in which many emergency situations had to be met. It was necessary to move with speed, to improvise here and to adapt there in order to meet unusual conditions which no one could foresee. Undoubtedly a better job could have been done in many instances if more time had been available for making the necessary arrangements. We make no claim that a perfect job has been done but believe that the real test of the effectiveness of the farm labor program is whether the increased production goals have been met without any substantial loss of essential food through labor shortages. The Federal Extension Service recently sent an inquiry to the States on this question and the replies received thus far indicate that there have been no serious losses of essential food because of manpower shortages.

It is my firm conviction that without the funds provided by Congress under this appropriation, this record could not have been accomplished.

While much work yet remains to be done in saving this year's crop, we are already looking ahead to the problems of the coming year. In a series of State meetings which have just ended, the farmers of America set production goals for 1944 which, if accomplished, will provide an even greater farm production than during the record years of 1942 and 1943. In all these meetings, however, the farmers made it clear to us that they cannot meet these goals unless their labor needs are met. It has been estimated that agricultural production in 1944 will probably require the equivalent of 287,600 more men, each working 250 ten-hour days, than were employed on our farms during 1943, when all the food-production records were broken. Even under the most favorable conditions, it will be a difficult task to supply these extraordinary labor requirements. It will be necessary to work out agreements with foreign countries and to make other arrangements far in advance of the date workers are needed on the farms.

Out of our experience last year, there have come suggestions for some changes in the law which we present for your consideration. I believe they are needed to clarify some questions which have been raised and to enable us to operate more efficiently.

I am convinced that without an appropriation substantially in accordance with the estimate now under consideration to continue this program, it will not be possible to produce and harvest the food which we must have in 1944 and I strongly urge that this legislation be enacted at the earliest possible date.

REQUESTS FOR FARM LABOR

Judge JONES. Mr. Chairman, it seems to me that the farm labor program is one of the essential elements for securing the food production we need. I am not as familiar with the details of the program as the other witnesses are, but I know from the urgent requests for farm labor which I received during the early part of the past summer

from the Governors in some of the States and from others that it is a very important matter. Many of them called by telephone, saying, "We must have labor. This crop must be harvested or it will be lost."

I think that providing farmers with adequate labor, as much as any other one thing, is the key to the food-production program.

While labor employed in some industries may be released, I am inclined to think most of it will be absorbed in other plants in accordance with a shift in the war needs. We cannot foretell what the labor situation will be in 1944, and, with so much at stake, I do not believe that we can safely proceed on the assumption that industry will release enough labor to meet the needs of our farmers.

To the extent that farm needs are met by the release of industrial workers we will attempt to conserve the funds appropriated for this program.

An army without food is as handicapped as one without munitions. Vital as the supply of labor is in the production of food, I would prefer to make sure that adequate funds are provided to supply it than to be confronted with the situation when the amount available is not quite sufficient to meet the need.

With all the problems which had to be faced, I feel that a good job was done this year. Complaints regarding labor have been decreasing.

Mr. TABER. You are getting out of the season?

Mr. JONES. That is true, but even during the working season I noted an improvement.

Mr. TABER. We get the reaction.

Mr. JONES. Yes; you hear the complaints. I think you noticed that in July the number of complaints was greater than in August.

As I have pointed out, this program has many novel and difficult features. Shortages of labor often develop suddenly in different parts of the country because of weather conditions, changes in the manpower situation, and other unexpected conditions. It is often necessary to shift labor rapidly over large areas to save crops and to improvise in many ways to meet emergencies.

RECRUITING, TRANSPORTATION, AND SUPERVISING OF FOREIGN WORKERS' PROBLEMS

Special problems arise in recruiting, transporting, and supervising foreign workers. These workers are strangers in our country and must be cared for in a way to fulfill our agreements with the governments of their countries.

I hope that adequate provision will be made for this program, because I know what the pressure is when men who are trying to produce food are unable to get needed labor. After a farmer has spent a year's work and invested his money in planting his crop, he has every right to complain if there is no labor for the harvest.

FOOD NEEDS AND FOOD PRODUCTION REQUIREMENTS

The CHAIRMAN. What are our national needs, Judge Jones, both at home and abroad? What are our food needs for 1944, both as to amount and as to the character of food?

Judge JONES. The needs will be tremendous. For the year as a whole, we ~~may~~ reasonably expect that more food will be needed for

our armed forces. As they advance, a larger percentage of food will have to be shipped abroad to meet their requirements and to provide temporary relief for the liberated people of occupied countries. The needs of our Russian Allies will be greater until they can get reoccupied territory back in production. There will be a need for more food than we can produce.

The CHAIRMAN. You think the needs will exceed the capacity?

Judge JONES. I think there is no doubt that that will be true.

The CHAIRMAN. In other words, we are setting our goals at capacity production?

Judge JONES. Yes; considering the limitations caused by the war.

The CHAIRMAN. What are those goals in terms of capacity production for 1943 and 1944?

Judge JONES. A statement showing the goals has been furnished for the record.

In terms of acreage, they call for 380,000,000 acres of planted crops in 1944 as compared with 364,000,000 acres in 1943.

The CHAIRMAN. That is the goal?

Judge JONES. That is the goal which was set up after consultation with farmers and their representatives at State meetings by voluntary action on their part.

I may add in that connection that the farmers at the goals meetings made it clear that their ability to meet the production goals is dependent on their getting adequate labor.

The CHAIRMAN. What other factors besides labor are contingent?

Judge JONES. As you know, transportation is one of the difficult problems. Both passenger and freight transportation facilities have been heavily burdened.

Mr. WIGGLESWORTH. What about machinery?

Judge JONES. Farm machinery is one of the essential items in food production.

In setting the 1944 production goals, the farmers stated they would need adequate machinery, fertilizer, and labor, and that it would be necessary to have a continuation of the present price supports, and in some cases increased price support.

The CHAIRMAN. How nearly are you supplying the factors sufficient for capacity production in 1943? I judge from the report given us here that you have had practically all the labor you needed this year. There have not been any material deficiencies in labor?

Judge JONES. Fortunately, there were less than were anticipated. There have been local shortages of various kinds of farm labor as well as a shortage of skilled workmen and of trained men needed the year round on dairy farms and the like. The most difficult job has been that of finding replacements for the skilled, year-round type of workers who left the farms.

But with the help—and it was a lot of help—of people who had not been accustomed to doing farm work, many of the shortages were overcome. It took a great many volunteer workers, and they had to be organized and trained.

The CHAIRMAN. If there has been a lack of labor in local communities, it has not been due to lack of labor supply, but to inexperienced administration in the distribution of labor?

Judge JONES. I would not say that is entirely true. It is true to some extent. As I have pointed out, the problem was solved to a

large extent by the farmers and their families working longer hours, and by exchanging labor and machinery with their neighbors.

The CHAIRMAN. What are the prospects for 1944? Do you anticipate any difficulty in securing sufficient labor for maximum production in 1944?

Judge JONES. It is extremely difficult to make a forecast on that; the answer depends upon so many unknown factors.

The CHAIRMAN. You have given us the goals in acreage. How about quantities and character of food; which is more greatly needed, or on which do you think the greatest emphasis should be put, the production of cereals, or meats, or butter, and other dairy products. What are our needs in that respect?

Judge JONES. We will need all the food of nearly every kind that we can produce. The statement of the 1944 goals which has been supplied for the record shows the percentage of increased production of the various foods, feed, and fibers which American farmers have planned for 1944.

(Discussion off the record.)

The CHAIRMAN. You say in your justification that we produced 5 percent more food in 1943 than in 1942.

Judge JONES. I think that is about right.

The CHAIRMAN. And 32 percent more in 1943 than in the basic period of 1935-39.

Judge JONES. Yes.

The CHAIRMAN. What is your goal for 1944, relative to those percentages?

Judge JONES. Given favorable weather conditions, we hope to see food production in 1944 exceed that of 1943 by about 4 percent.

The CHAIRMAN. Your estimate is based on sufficient labor to provide an increase. As far as labor affects production, you expect your estimate here to provide sufficient labor to provide an increase of 4 percent over last year?

Judge JONES. That is true, but there are other factors involved. If a man is equipped, with his family, to handle 75 acres of ground, and increases his production to 100 acres, additional labor is necessary for the new acreage. All the increased acreage requires a corresponding increase in labor. I do not see how the average farm family in America can do more work this year than last year.

APPROPRIATION REQUIREMENTS FOR PROGRAM

The CHAIRMAN. You have made an estimate, and you made the estimate with a view to covering all emergencies which might arise?

Judge JONES. An effort was made to do that as far as possible.

The CHAIRMAN. In the course of our consideration of this resolution, it developed that in view of the unexpended balance, that instead of \$35,000,000 you would be able to get the same results with an actual appropriation of a little over \$32,000,000.

If it should also develop that the Army is to be decreased by half a million men, as announced by the War Department, and the present release of men from wartime industries should continue at the present rate, it would be possible for you to provide sufficient labor by the provision of even less than \$32,000,000?

Judge JONES. That is correct; on the other hand, if the trend is in the opposite direction, we might need even more than that. I do not think we will, but I do not want to take chances.

The CHAIRMAN. Would it be a safe thing for us to do to take into consideration the contingencies that we have been discussing?

Judge JONES. I do not think so; the prospects are too uncertain.

The CHAIRMAN. That is, to reduce expenditures, with a view to providing deficiency appropriations later on in 1944, if that should become necessary.

Judge JONES. The difficulty in relying on deficiency appropriations for this program, especially in arranging for labor to be brought in from abroad, is that plans must be made far in advance of the date the labor is needed. Before moving either foreign or domestic workers any great distance, many arrangements have to be made for their transportation, housing, and other things which take time.

AVAILABILITY OF FARM MACHINERY

Mr. LUDLOW. Judge Jones, it seems to me that our discussion so far has resolved largely around foreign labor. It seems to me that perhaps not enough attention has been given to farm machinery.

What is your understanding as to the prospect of securing priorities so that this vital and necessary farm machinery may be had with which to produce these crops?

Judge JONES. We have had a group working constantly in an effort to see that more farm machinery will be available. For the year beginning July 1, 1943, we have been assured that farm machinery production will be at the rate of 80 percent of the high production in 1940. There are no restrictions on the manufacture of repair parts.

The machinery manufacturers have agreed to go forward with the construction of various types of machinery needed, and I think the outlook for machinery is much better.

Mr. LUDLOW. Judge Jones, I think your statement is very interesting, and very encouraging. There would be no difficulty, as you see it, with reference to the priority end of this?

Mr. JONES. No. Of course, there will not be as much machinery as could be sold or as we would like to have; but, after all, it takes the same materials to make a machine gun that it does to make a plow. Our supplies of material have to be apportioned among the various essential purposes. We have driven just as hard as we knew how for a sufficient allotment of farm machinery.

Mr. LUDLOW. On that point there have been so many conversions of manufacturing establishments to the production of implements of war; will there be manufacturing facilities adequate to produce the necessary farm machinery?

Mr. JONES. Yes. The farm-machinery companies have been consulted, and they have been given allotments.

The manufacturers say that they can make the quantity of machinery which I have indicated.

Mr. LUDLOW. I think the information that you have given us today will be read with much interest and with much encouragement by farmers throughout the country. I wanted to ask just one or two more questions, if I might.

FOOD-PRODUCTION GOAL FOR 1944

In fixing your production goal for 1944, have you in the most general way divided that into subgoals as, for instance, the food necessary for the armed forces, for the civilian population, for lend-lease; have you looked at it in that light?

Mr. JONES. Yes; that has been taken into consideration in suggesting what we needed.

It is estimated that 75 percent of the food produced will be used by the civilians in this country in the coming year. It might, in a pinch, run slightly below that.

Mr. TABER. Will that be more or less than the current year?

Mr. JONES. If we reach production goals, it will probably be slightly less, that is, a lesser percentage.

Mr. TABER. Of the total?

Mr. JONES. Of the total. We have used this year a slightly greater percentage than that.

Mr. LUDLOW. Is it anticipated that there will be a rather expanding demand under lend-lease?

Mr. JONES. Yes. There will certainly be an increased demand in the reoccupied countries if our armies are successful. Our Russian allies will need more food until they raise a crop on the land retaken from the Germans. Some of the occupied countries have been stripped of all food supplies and their needs will be great. Naturally we are hoping that other nations will help, along with us. We will not be in a position to carry the entire load in helping the destitute people of liberated countries, and I think it would be foolish for us to talk about it.

Mr. LUDLOW. With the accelerated pace at which the war is going, the time seemingly may be closer at hand when we will have to be furnishing food to revive and sustain the people of subjugated countries. In fact, as you know, there is quite a movement on now to develop the prospective feeding of the starving peoples of European countries. Has that been taken into consideration in fixing your food requirements?

Mr. JONES. Yes. We asked for all-out production. It will be necessary for us, in making allocations, to reserve a sufficient supply for civilian use, perhaps not everything that everybody wants of the type he prefers; but there will be enough of good, wholesome food for our civilians. I do not think we can carry on our maximum production along all lines, as we have been doing, if we do not have a sufficient supply of food for civilian use as well as for military use.

Mr. LUDLOW. That was the final question that I was leading up to. You envision now an ample supply of food to sustain life and to meet all necessary requirements; you do not see in the picture anywhere any prospect of a food shortage in this country?

Mr. JONES. I do not see the prospect of a food shortage so far as our production is concerned. Of course, regardless of how much we produce, there will be a need for more food for the subjugated people. The Axis countries in many cases have stripped their lands not only of all food supplies but of milk cows, machinery, and other facilities for producing and processing food. In other words, the world can use all the food that we and other nations can produce.

The CHAIRMAN. For how long, Mr. Jones?

Mr. JONES. I will not undertake to say. I think your guess probably is as good, or better than mine, on that.

The CHAIRMAN. I should like to have the gentleman generalize.

Mr. JONES. If you will tell me when we are going to defeat Hitler I will guess with you.

Mr. LUDLOW. To express it in other and perhaps graphic language, we are facing a hungry world and we are going to face one for a long time.

Mr. JONES. I think so; undoubtedly for a year or two, perhaps for a longer period, we are going to need all the food we can produce.

FARM LABOR SUPPLY CENTERS

Mr. TABER. Mr. Jones, I have been impressed by a couple of things in connection with these hearings, and I should like to have your slant on them. In the first place, it would seem to me that the operation of these camps within the States—these labor camps—ought to be under one jurisdiction, under one set-up, rather than two, and that the distribution of these people within the State ought to be pretty well under one set-up; that it could operate much more efficiently if that were the case. I was wondering what you have to say about that.

Mr. JONES. Well, that phase of the program is operating largely under one head now. Within the States the extension services have been doing some very fine work in connection with this program, and I certainly want to utilize their services to the fullest extent. They are primarily engaged in educational work, and have given magnificent service in that field through the years.

There are many difficulties which might arise in handling the interstate and foreign workers on a State basis. The Extension Service is largely a State organization. As I understand it, the Federal Director of the Extension Service cannot give orders to the State directors. They work together in a cooperative program in which the States share the expenses. Problems might arise in shifting foreign labor from one State to meet the need in another State. One of the State Directors might say, "Let us keep the workers where we may need them a little later."

Mr. TABER. I was not talking about that; I was talking about—

Mr. JONES. What did you have in mind?

Mr. TABER. What I meant was this, that the operations within the State, as to the need for help, the operation of the labor camps, might all be under the jurisdiction of the Extension Service; because they have one set-up that is handling camps already and for you to handle camps through the Labor Director would be required two set-ups within the same State.

Mr. JONES. I wonder if the Extension Service would want to undertake that.

Mr. TABER. I do not know. The Extension Service is the one that has to make the reports to you on the need for labor or additional labor in any community?

Mr. JONES. Yes.

Mr. TABER. Why should it be necessary to have that extra set-up within the States? Why could not all of that be done within the

State under the Extension Service rather than to have additional set-ups that come under the Director of Labor attempting to handle it? I can see a difference between that part of the operation and the determination as between States where outside labor ought to go and the determination as to what should be done with this imported labor.

Mr. JONES. Yes.

Mr. TABER. I can see a difference there.

Mr. JONES. You are leaving out the imported labor that has to shift anywhere, but you are talking about the domestic labor?

Mr. TABER. Not after it got within the State. I should think that when it got within the State, looking after the camps, they might just as well look after two or three or five or six more camps as not, as long as they have a camp set-up.

Mr. JONES. I want the program handled in the most simple and best manner possible. On the other hand, it might not satisfy the foreign governments involved and might not work well to have the War Food Administration import the laborers and then turn them over to another agency for handling. At first blush it seems to me that the agency responsible for entering into the agreements with other nations for transporting workers to this country and for returning them to their country would be in a better position to handle the workers in this country than another agency not familiar with the arrangements and obligations which are involved. We will continue to utilize the help of the extension services; they have been doing a good job. I will ask Colonel Bruton to state the number of camps proposed for next year.

Colonel BRUTON. We are planning to operate next year the 151 in operation this year, plus 49 additional camps for which provision is made in the estimate before this committee now.

Mr. JONES. Can the operation of those camps be separated from the job of shifting the laborers from one area to another?

Colonel BRUTON. The camps could be separated, I suppose.

Mr. JONES. I think Mr. Taber was talking about the actual operation of the camps.

Colonel BRUTON. I think, as a general rule, it is absolutely essential for the most efficient handling of interstate and foreign labor, which is more or less lumped together to meet the general needs throughout the United States, to stay under Federal control; freedom to move this labor to meet the needs that are going to arise in the States must be maintained. If they enter the States, without this over-all Federal control, they will be within the same high State walls in which the domestic labor now resides, and the needed mobility of that pool which requires fast, coordinated operation in moving will be lost.

Mr. JONES. I understand that Mr. Taber agrees with that, but is asking about the actual operation of the camps; is that right, Mr. Taber?

Mr. TABER. Yes. It would seem to me with a local person right on the ground who knew everybody, as these Extension agents do, he would be in a better position to get the temporary help that ought to be used in handling these camps than somebody who came in from the outside. They could operate these camps and look after them at a good deal lesser expense than you could from Washington.

I can appreciate the mobile nature of the labor that is in this group of labor.

For instance, it is set up here as 126,000 as compared with a larger group that have to be followed around within the States. I can appreciate that difference.

Mr. JONES. The Extension Service is pretty busy. Didn't Mr. Wilson, Director of the Extension Service, testify last year about this? Did you not ask him that question when he was up here? I do not know whether he would want the Extension Service to do that or not.

Mr. TABER. I have not asked him that question. I would just as soon ask him that question right now.

Mr. JONES. I was talking about M. L. Wilson, who is the head of the Extension Service. Was he not here yesterday?

Colonel BRUTON. No, sir.

Mr. JONES. He was before the committee last year; was he not?

The CHAIRMAN. He was here before, but not during these hearings.

Mr. JONES. I have here a copy of the hearings before the Appropriations Committee on this appropriation for the calendar year 1943, and I have Mr. Wilson's testimony before me. Mr. Wilson said:

It is a very difficult operation for whoever has to do it. It is a long distance from our educational work and our service types of activities, and we deal largely with the small farmer and the home farmer that just has a hired man, that kind of thing, and not with the larger agricultural operations.

Mr. SNYDER. Would the Extension Service operate these camps?

Mr. WILSON. Personally I think it would be very unwise for them to do it. They have never done anything of that kind. Their personnel is not accustomed to handling that kind of business or the financial transactions involved, and they are very busy. The county extension workers are, I think, the busiest people in agriculture today.

Whenever a farmer is perplexed about any of the wartime problems, the first place he goes is to the county agent's office. The demands on the county agent now are tremendous, and he does not have enough hours in the day as it is. The estimates provide that in the 2,200 counties we place emergency farm labor assistants, a person who answers the telephone calls and talks to the farmers when they come in, and who knows if there is any hired man to be had, and so forth. That service can be rendered, but this other service, as far as the Extension Service is concerned, would have to be carried on by personnel added to it.

Mr. TABER. Since then, either the Extension Service or some other unit within the State, whatever it may be, has taken over the management of a very substantial number of places in which migrant workers of one kind or another are being housed. They are actually doing that now. In California I think they have got another name for it; that is, it is another set-up rather than the extension service. Their representative was here yesterday, a Mr. Parker. It seemed to me that these fellows, as long as they were in this activity, might just as well have the whole of the camp business, in fact, might better have it than to have somebody else drifting into these States.

Mr. JONES. It might be. The Extension Service can furnish information on that point. I am very anxious for the Extension Service not to undertake anything that will interfere with the fine work that it has been doing, or that might handicap its future activities and relations.

Mr. TABER. All of us feel the same way.

Mr. JONES. I would prefer to study the question further. In view of contracts with other nations, the fact that many of the camps are of the mobile type which are moved along with the men, and other factors, I would like to give more thought to the question before suggesting any changes in the program.

I doubt whether many of the State extension services would want to undertake the added work and responsibility.

Mr. TABER. For instance, in the different States there is a set-up that actually did operate, as I understand, 283 camps in the different States this year. They have got an estimate of camps where they need new construction, that I do not know anything about, beyond the hearings that we have had on it, where they are handling 35 camps, something of that kind. They have to be scattered pretty well over the State, and they have to have a force to look after it, and it just makes for extra overhead to put in another set-up for operating the camps.

Mr. JONES. In connection with the testimony of Mr. M. L. Wilson from which I read, may I say that was last year's testimony. I have not had an opportunity to discuss the matter with Mr. Wilson and do not want to do him an injustice. His attitude may have changed since last year. I believe you stated the Extension Services are operating some camps.

Mr. TABER. That is what I understood.

Mr. M. C. WILSON. They are largely local community affairs frequently operated in cooperation with chambers of commerce, civic organizations, youth groups, and so forth. The extent of the operation and of the cooperation varies from a little assistance to a Boy Scout camp to the other extreme of operating for the entire season a full camp for several hundred people.

In California, because of State appropriations to the State food and fiber production council, there is a division of responsibility of the total job between that organization, the Extension Service, and the office of labor. There the housing of intrastate workers usually has been handled by the State food and fiber council. They have had a very extensive operation. New York State has had quite an extensive operation.

Mr. HILL. I understand California has had approximately \$2,000,000 of appropriated funds.

Mr. WILSON. That was appropriated to the Food and Fiber Council. They used a certain part of it for housing and food.

Mr. WIGGLESWORTH. The figure was \$1,800,000.

Mr. HERRELL. There is one other item we should consider in connection with this camp proposition; in providing housing for the interstate and foreign workers, particularly the foreign workers, we need complete mobility. We are using the workers in this State today and that one tomorrow; and if the camp program is operated so they can be picked up and moved from State to State as the need exists it will cost less in the total number of camps than would otherwise be required. The mobility of the workers, and housing for those workers, are, of course, tied together.

Mr. TABER. Mr. Chairman, I believe that is all.

The CHAIRMAN. Thank you, Judge Jones, and gentlemen; it has been a very satisfactory hearing.

Mr. JONES. Thank you, gentlemen, for your courtesy.

FRIDAY, NOVEMBER 19, 1943.

FARM-LABOR SUPPLY IN CALIFORNIA

STATEMENT OF HON. ALFRED J. ELLIOTT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

The CHAIRMAN. Gentlemen, we have with us our colleague from California, Mr. Elliott, who is interested in this subject of the farm-labor supply. Mr. Elliott, we shall be glad to hear you at this time.

Mr. ELLIOTT. Mr. Chairman and members of the committee, I appear here today to take just a few minutes of your time because I am interested in Public Law 45 and the continued operation of it.

My interest in this particular law is due to the fact that our State, as you all realize, is a large agricultural State. In 1942 the State of California suffered tremendous losses in foodstuffs. Over 70,000,000 pounds of food were lost. The Governor of the State of California this year, and the State legislature, realizing the situation, provided \$1,800,000 to assist the State in their program, plus the money that was available under Public Law 45.

I believe the figures are correct, that the State of California has used about 32,000 Mexican nationals in assisting in harvesting our crops up to the present time. The State of California, perhaps, is in a different position, due to the large agricultural production out there, larger than many other States, and this labor problem has been accentuated since the theater of war has been shifting over into that direction; it has affected the labor situation very violently and, in fact, it has been affected very much from the very beginning.

Other laborers had to be brought in to assist in harvesting our agricultural commodities, which included the regular production as well as the increased production that the farmers took it upon themselves to produce after the War Food Administrator asked them for an increase and change in food production.

I do not want to take very much of your time, because I have with me Mr. W. B. Parker, with whom I got in contact and who is in charge of the California Farm Production Council, which was set up after the State of California appropriated these funds to assist in handling these laborers and to provide housing facilities, which money was not appropriated under Public, No. 45.

Mr. Parker comes here today in a dual capacity. He comes here representing the farm production council, of which he is chairman and manager; and also representing the California Extension Service. He has a full picture to give you. He has the facts, gentlemen, and I can vouch for their accuracy, because I have been following this work.

I am in an agricultural area. I have worked with Bill. Even the farmers of my own country voluntarily contributed \$56,000 this summer to assist in the housing program to take care of these workers who were brought in with the assistance of the Federal Government.

I asked Bill to come here and give you the figures, because I know you can depend upon them. He has been out there in the State, in the department of agriculture, for 3 years, in charge of that department, handling this program from its very inception. In order that the committee may have the authentic figures, I asked him to come

here. He helped to formulate the plan. I should like to have him give the committee a statement on which they may decide whether or not we have done our part, and whether or not it is necessary to carry on with Public, No. 45; our position being that we need further Federal assistance.

Let me say, gentlemen, that I am just as much interested in economy as any man around this table. I realize the position we are in. That is why I took it upon myself, when I was home this summer, to assist in helping move Japanese relocation centers, so that we could accommodate these new laborers that had to be brought in.

At this time, Mr. Chairman, I should like to present Mr. Parker to the committee.

The CHAIRMAN. Mr. Elliott, I believe our report shows that we have something in excess of 42,000 Mexican laborers in the State at this time, and the reports we get concerning them are favorable. But the gentleman has had an especially good opportunity to observe the effect of the expenditure of these funds in California, and we would like to ask if he approves of the job that has been done up to this time.

Mr. ELLIOTT. I do. I think some have suggested to me that it should be placed over in the Extension Service. All Federal functions should be under the Extension Service. We do not think all of the duties can be placed in one service, as the States should help. I think we have to tie the Federal and State into one service because our experience with this thing in the State of California has been very wide. We have had the bulk of this type of labor. Other States have become interested. Your own State has become interested. Our own State has spent \$1,800,000. All of that money has been spent and we are now at the point in the State of California where we need more funds in this program. But you cannot appropriate all the money that is needed.

You have got to get the cooperation of each community and of each State, and you have got to have Federal assistance under the Extension Service. If you put the whole program under the Extension Service and cut out the interests of the States and the interest of the counties, and lose that cooperation between them, your whole program would bog down.

I will say to you that this program is being handled very well at the present time in California, and if we can keep that same kind of a program in working order, that is what we want, and that is what we have got to have to do the job.

Mr. SNYDER. Let me ask you this question. According to a report handed us the day before yesterday, a little over half of the entire personnel that we have brought in to work on these farms have been put in Florida and California. Out of 102,000, 43,000 plus 9,000 went to California and Florida. You got 43,000 of them.

Mr. ELLIOTT. No, 37,000.

Mr. SNYDER. Then these figures are incorrect.

Mr. ELLIOTT. Mr. Parker can give you the exact figures. I am not familiar with them.

Mr. SNYDER. Well, we will not argue that at this time. Do you know how much Federal money from the Department of Agriculture

and the various other agencies went into California in the fiscal year 1943?

Mr. ELLIOTT. Mr. Parker will be able to give you those figures when he takes the stand.

Mr. SNYDER. Very well.

Mr. LUDLOW. Mr. Elliott, before there was any extension service in the State of California, the State of California had very satisfactory relations with Mexico in the matter of importing Mexicans for work in California, did it not?

Mr. ELLIOTT. That is true.

Mr. LUDLOW. You carried out your program then perfectly to the complete satisfaction of your people, did you not?

Mr. ELLIOTT. We had no trouble in those days for we had no problem.

Mr. LUDLOW. How many did you bring in at that time?

Mr. ELLIOTT. The figure at that time is not as large as it is at the present time, owing to the fact that many of our workers were in agricultural fields at that time who subsequently went into airplane manufacturing and into the shipyards, and into the munitions factories and shell plants, and so forth, to a point where we lost so many of those workers that we had to bring in additional workers.

The CHAIRMAN. And in addition, you also lost the Japanese who were in California.

Mr. ELLIOTT. Yes. California lost about 85,000 Japanese in that particular area.

Mr. LUDLOW. Why would not a solution of your problem be a resumption of these former procedures that you carried on so successfully?

Mr. ELLIOTT. There has been a complete change in the agricultural labor picture since that time.

Mr. LUDLOW. You do not need the Farm Extension Service and you do not need the War Food Administration for that, do you?

Mr. ELLIOTT. I think with the situation we are in at the present time, I would not be here asking the Federal Government for assistance unless my State had done something for itself. In 1942 they did nothing. They expected the Federal Government to start a sort of W. P. A. project in the form of moving a lot of laborers into the State.

Mr. LUDLOW. That was the case all over the country, a spirit of "Let George do it," and George in this case was the United States Government. California, as well as other States, was letting the Federal Government do it.

Mr. ELLIOTT. That is correct.

Mr. LUDLOW. Would it not be a very welcome change if we would go back to the procedure whereby the States would do these things themselves?

Mr. ELLIOTT. It is all right for the States to do these things themselves, Mr. Ludlow, providing they can get some Federal assistance to move the Mexican laborers in and then move them back to their country, when they are through. The Mexican Government will not deal with States.

In other words, at the present time, we are carrying a tremendous load out on the west coast, more than you gentleman realize, perhaps, unless you have been out there and have had a look.

As I have already said, the theater of war has shifted to the Pacific, and California has taken a tremendous beating in the matter of labor. The manpower situation has been very difficult. Workers have come off the farms. We had to do something. Then the War Food Administrator asked the farmers to produce an additional tonnage of food-stuffs.

As I say, in 1942, we lost in the State of California over 70,000,000 pounds of food on account of labor and housing conditions. There were no facilities set up for housing.

The War Department moved into a great many communities and took over housing facilities, those facilities that they wanted, disregarding the interests of agriculture. You could not go to the War Department and tell them to move those boys out.

So we had to take it upon ourselves in most instances to do what we could. We had to provide housing for our farm laborers. But the War Department moved in and took many of those laborers and used them for their own operations. That kind of thing went on to a point where there was bound to be a break somewhere.

Our former Governor out there, Mr. Olson, visualized this thing in such a way that it might be worked out as they were going, but it just could not be. It had to be worked out by the State of California putting up some funds themselves. They had put up no funds previously—none to speak of. Our counties had not done anything. Our individual farmers had not done anything. We, back here in Washington, had given them a portion of what they needed through the Farm Security Administration but it got to the point where things were dangerous, and the State of California came to that realization. They came to the realization that they had to do something for themselves and that the philosophy of the Farm Security Administration would not solve the problem.

California set up a fund of \$1,800,000. Then too, the State asked the farmers to do something for themselves. In my own home county, my farmers spent \$56,000 of their own money to assist the State program, comparable to what the Federal Government was spending, to bring these workers in there.

Then we had to have transportation facilities worked out. We did not ask the Federal Government to buy buildings.

I went down here to the War Department, as an individual from California, and got them to agree to transfer the Japanese buildings over to the War Food Administration. Then the War Food Administration could transfer those buildings to the State of California.

There were over half a million dollars worth of these Japanese buildings in my home county. There was not a soul in them. There

were 35 soldiers walking around the fence, guarding them, and there was not a soul in them and there had not been for 3 months.

Finally, we got them to agree to turn those buildings over to the War Food Administrator and then over to the State of California. The farmers took it upon themselves to shoulder part of the responsibility of moving those buildings. Some State funds were used to demolish those buildings, put them on trucks, move them out, and make home units out of them. They got some fine labor camps in that way, with rest-room facilities, and so forth; facilities to feed the people. They even had hospital facilities. All that had to be done, but it took some funds. It took funds from the State of California, plus help from the county, to do the job.

MR. LUDLOW. I did not intend to make that much of a speech, but I wanted to make just this one observation. I think that the State of California created general admiration for the splendid way in which it handled this Mexican labor situation before there was any Extension Service; before there was any War Food Administration. I just wondered if we had not better get back to fundamentals.

MR. ELLIOTT. Mr. Ludlow, I realize that. But we understand that we are in war conditions now. These arrangements were brought about between the Mexican Government and our own United States, and we had to have some Government agency responsible for these Mexicans.

MR. LUDLOW. I appreciate that.

MR. ELLIOTT. It could not be the State of California. When our Secretary of State went down there to do business with them, it was a question of who was going to be responsible. It was up to us to see that some Federal agency was responsible, since the Mexican Government would not deal with an agency below its level.

You could not ask the State, you could not ask the county, you could not ask the farmers, to take the responsibility. Although, I may say, that I stood at my railroad siding and as these Mexicans were unloaded, we accepted them. In one instance, there were 625 men. Someone had to accept them, and answer for the 625. Not only that, but there happened to be a woman amongst them and that was something else that we had to straighten out.

But the point I am making is that it takes some agency of the Government to exercise the responsibility for some of these things.

The CHAIRMAN. Thank you, Mr. Elliott.

MR. ELLIOTT. I want to introduce at this time Mr. W. B. Parker. I should like to have Mr. Parker give you a few of these figures and facts, because I think the committee will find them very interesting and helpful in getting a true picture of the whole situation.

The CHAIRMAN. We shall be glad to hear Mr. Parker.

FRIDAY, NOVEMBER 19, 1943.

FARM LABOR SUPPLY IN CALIFORNIA

STATEMENT OF W. B. PARKER, REPRESENTING DIRECTOR OF
EXTENSION, OF CALIFORNIA, MR. CROCHERON

Mr. PARKER. Mr. Chairman and members of the committee:

I am appearing here on behalf of Prof. B. H. Crocheron, director of extension. I did not know that I was going to represent the director when I talked with Congressman Elliott about appearing before this committee, so I shall speak first from the point of view of the Extension Service of the State of California.

There was allocated to California this year \$800,000 out of the funds appropriated by Public. No. 45, and there will have been spent \$708,600 beginning in June 1943 and extending through December 31, 1943.

If I may show you this map of the State, if you can imagine that this [indicating on map] is Boston, Mass., and this [indicating] is Charleston, S. C., and that [indicating] represents the Alleghenies, and that the Atlantic Ocean [indicating], that is about the size of the territory covered by the State of California. There are 113 farm labor offices. Here are the figures on the map showing farm placements that were made by the offices in each county; where the offices are located, and so forth.

I think you gentlemen are interested in knowing what is happening to the funds that you appropriated, and I thought this would probably be the best way of getting it over to you.

Permanent employees, in the Berkeley office, 34; and in the counties, 259; or a total of 293. That was during the peak month of September 1943.

Mr. TABER. You mean there were 34 employees in the Berkeley office?

Mr. PARKER. Yes, sir.

Mr. TABER. And 259 in the counties?

Mr. PARKER. In the counties; yes.

Mr. TABER. That is, in the counties under them.

Mr. PARKER. That is correct.

Mr. TABER. So that they had 34 employees—

Mr. PARKER. Doing office work, supervising field offices, and all that kind of work. Also fiscal or budgets, including stenographic help, and so forth.

Mr. TABER. For 259 employees in the counties?

That would be about one for every eight employees.

Mr. PARKER. The number of temporary employees are, in the Berkeley office, none; in the counties, 95, making a total of employees of 388. The average salary per employee is \$167 per month.

The average rental for each 1 of the 113 offices was \$45.68 per month.

PLACEMENTS ON FARMS

Now, as to the record of accomplishment, placing people out on the farms, I should like to say this: A placement, as represented here, is a job, and not an individual. Total placements were 264,297. The number of individuals placed was 160,198. Of that number, 108,523 were men, 23,370 were women, and 28,385 were youths under 18 years old.

Mr. WIGGLESWORTH. Were all those from within the State?

Mr. PARKER. I have a break-down of that sir, which I will be glad to put in the record. The different persons placed, as I have said, numbered 160,198, and of that number approximately 108,000 were men, 23,000 were women, and 28,000 were youths.

As to the number of special workers placed, Mexican nationals numbered 14,668; members of the military services, 8,170; penal inmates, 459; and conscientious objectors, 25.

The Mexican nationals are now placed by the State extension service and numbered 14,668 individuals. The extension service did not do the placing of these workers until the 24th of May. Prior to that time the Farm Security Administration, now the Office of Labor of the War Food Administration, took over what had been done previously by Farm Security Administration, and if my memory is correct, they placed about 23,000 in the State of California. I think 37,000 is the approximate figure of Mexican nationals used in the State of California from September 1942 to October 31, 1943. I think the figure you gentlemen have in mind is the total number of Mexicans brought to the United States and used in other States for agricultural purposes as well as in California.

Mr. TABER. The figures given us here were 42,000 for California.

Mr. PARKER. I am almost sure that that is incorrect, sir, at least for the year or since the passage of Public Law 45.

Mr. TABER. How many do you have?

Mr. PARKER. The extension service handled 14,668 individuals since May 24, 1943, and prior to that time Federal agencies about 23,000.

Mr. TABER. Was that all that were brought in?

Mr. PARKER. No, sir; that was not all. I am saying that between September 1942 and May 24, 1943, it was handled by Farm Security Administration.

As I have said, we have used altogether a total of 8,170 soldiers; penal inmates, 459, and conscientious objectors, 25.

Placements of seasonal workers numbered 243,818 and those were divided, regular, Mexicans, and so forth, 188,469, and volunteers, 55,349.

There is no need for me to continue further with that, but there is a record of each placement made in California and of the different kind of people that we used insofar as it was possible to ascertain source of origin. I should like to put this statement of farm placement activities in the record.

(The statement referred to is as follows:)

Farm placement activities, June through October 1943

Item	Total	October	September	August	July	June
Total placements ¹	264, 297	86, 511	84, 124	54, 079	30, 878	8, 705
Placements of men	188, 529	65, 397	60, 536	36, 458	21, 236	4, 902
Placements of women	32, 070	9, 469	11, 448	6, 044	4, 070	1, 039
Placements of youth	43, 698	11, 645	12, 140	11, 577	5, 572	2, 764
Different persons placed ²	160, 198	47, 338	53, 911	34, 358	19, 308	5, 283
Men	108, 523	31, 920	36, 523	23, 341	13, 190	3, 549
Women	23, 370	7, 154	9, 242	3, 818	2, 470	686
Youth	28, 305	8, 264	8, 146	7, 199	3, 648	1, 048
Special workers placed:						
Mexican nationals	³ 14, 668	3, 477	4, 359	4, 749	1, 501	582
Members of military services	8, 170	3, 237	2, 595	934	881	523
Penal inmates	459	66	84	138	96	75
Conscientious objectors	25	1	11	10	2	1
Placements of seasonal workers	243, 818					
Regular, Mexicans, etc.	188, 469					
Volunteers	55, 349					
Placements of year-round workers	20, 479					
General farm hands	7, 907					
Milkers	1, 758					
Tractor operators	1, 231					
Irrigators	1, 449					
Poultry hands	413					
Farm cooks	305					
Other	7, 416					
Different farmers served ⁴	21, 259	3, 390	4, 861	4, 804	6, 535	1, 669
Employer orders filled ⁵	38, 813	10, 882	10, 250	9, 599	6, 482	1, 600

¹ The placements are the number of jobs filled through the referral of workers by farm labor offices.

² These figures represent estimates of the number of different persons involved in the reported placements. Note that 1 person may be placed several times.

³ Note that this figure does not represent the number of Mexican nationals in the State, but the number placed by farm labor offices upon arrival from Mexico, or upon transfer from other counties. Some offices did not handle Mexican placements early in our program.

⁴ According to the 1940 census, there were 132,658 farm operators in California. The number of farm employers served by the Agricultural Extension Service to date represents 16 percent of this total.

⁵ An order is an employer's request for workers. One order may represent several job openings. Note also that 1 farmer may place several orders.

HARVEST CAMP ACTIVITIES

Mr. PARKER. Next, I have a statement here as of October 1943 on the harvest camp program, Victory farm volunteers. The total number of placements of youth under 18 was 43,698. I also have a statement of the plan for the organization and use of volunteer student labor. Each county worked out a plan. The amount of money earned by the harvest camp workers approximated \$330,750. The number of man-days contributed approximated 103,600.

The crops harvested, processed, and packed included raisins, beans, hops, pears, oranges, dried fruits, tomatoes, hay, sugar beets, and others.

The approximate cost of the camps to the farmers was \$28,144.68; that is, expenses paid by them above the wages paid.

The approximate number of supervisors at the camps was 176.

The approximate number of supervisory days was 5,249.

The approximate amount of money paid by California farm production council to the supervisors was \$34,622.48.

I should like to put this statement in the record.

(The statement referred to is as follows:)

AGRICULTURAL EXTENSION SERVICE—FARM LABOR PROJECT

Subject: 1943 Harvest Camp Program—Victory Farm Volunteers.

Date: November 12, 1943.

Plans were set up in various counties and communities of the State for the mobilization of thousands of school children and volunteers, to assist in the harvesting of crops during the months of August, September, October, and November. A typical county organization plan is attached herewith.

Under this plan, the following placements of youth were made by the various Farm Labor offices throughout the State:

	<i>Total placements (youth under 18)</i>
June-----	2,764
July-----	5,572
August-----	11,577
September-----	12,140
October-----	11,645
Total (to Nov. 1)-----	43,698

Of these 43,698 placements, there were 28,305 different individuals involved. We estimate, as indicated by our surveys now under way, that this is between 10 and 15 percent of the total number of individual boys and girls under 18 years of age who worked on farms in California from June through October.

In addition to this State-wide organization plan, there have been in operation 34 volunteer harvest camps. A brief summary of the harvest camp program is attached. This includes women's land army camp activities as well.

VENTURA COUNTY—PLAN FOR THE ORGANIZATION AND USE OF VOLUNTEER STUDENT LABOR

Ventura County farmers, working in cooperation with the Farm Labor Office, have anticipated they will need 1,000 volunteer students to assist with harvesting of sugar beets, walnuts, and vegetables, starting about September 1.

The various school boards in the county have agreed to open schools on September 1 and operate on a one-half-day schedule through the peak of the harvest. Arrangements have also been made for the use of school busses where farmer transportation will not suffice.

Six training lectures have been set up for farmers and their foremen, to acquaint themselves with their obligations in the use of volunteer labor. Among the matters to be considered at these meetings will be prevailing wages, obligations of supervision and instruction, obligations of workers, drinking and toilet facilities, proper size crews, adequate equipment for workers, work permits, liability insurance, transportation, tendency of some farmers to discriminate against volunteers by poor picking, etc., and other points on the organization of the general program.

Arrangements have been made to use school teachers as supervisors, and a short training course as to their responsibility has been set up. This course will cover information on crops to be harvested, handling of work crews, emphasis on quality along with quantity of work, tactful handling of less desirable workers, understanding of farmers as well as volunteers' problems, adjustment of differences between the two.

The obligations of workers will also be covered by a short course, including the following subjects: Methods and practices of handling the particular crops in which the workers are to engage, disturbers and poor workers, trial period, avoid waste of crops, proper clothing, social security numbers and work permits, lunches, etc.

This plan has been worked out by the cooperation by the Ventura County school boards, Associated Farmers of Ventura County, Ventura County Farm Bureau, and the Agricultural Extension Service. It represents a conscientious and constructive effort on the part of a community to meet its own labor problem.

Summary of 1943 harvest camp activities

1. Number of camps: 34 (27 youth camps; 7 primarily women's camps).
2. Average duration per camp: Approximately 44 days.

3. Counties where harvest camps were located: (16 counties): Contra Costa County, Fresno, Kern, Lake, Los Angeles, Merced, Napa, Placer, Riverside, Sacramento, San Joaquin, Solano, Sonoma, Stanislaus, Ventura, Yuba.
4. Organizations represented, as sponsors: 7 high schools, 6 A. W. V. S., 8 Y. M. C. A., 5 Y. W. C. A., 3 Boy Scout, 5 miscellaneous.
5. Number of workers who resided in camps: Approximately 3,500.
6. Average number of days workers resided in camps: Approximately 29.6.
7. Amount of money earned by harvest camp workers: Approximately \$330,750.
8. Man-days contributed: Approximately 103,600.
9. Crops harvested, processed, and packed: Grapes, beans, hops, pears, oranges, peaches, prunes, plums, apricots, tomatoes, seed crops, apples, berries, hay, sugar beets.
10. Approximate cost of camps to the farmers: \$28,144.68.
11. Number of supervisors at camps: 176.
12. Approximate number of supervisory days: 5,249.
13. Approximate amount of money paid by California Farm Production Council to supervisors: \$34,622.48.
14. Approximate field earnings of supervisors: \$4,313.19.

Mr. ELLIOTT. Mr. Chairman, may Mr. Parker have permission to revise and extend his remarks, and include therein these statements that he has in mind presenting to the committee?

The CHAIRMAN. He has that permission.

NUMBER OF MEXICANS IMPORTED INTO CALIFORNIA

Mr. TABER. How many Mexicans were actually imported into California? One organization comes here and says 32,000. Then there is a report that it was 42,763, that we got here just the other day.

Mr. PARKER. Not in California?

Mr. TABER. Yes. And I understood you to say that you had 14,000.

Mr. PARKER. No. Let me straighten that out. I may be in error about the 32,000 figure, it depends on the period of time under consideration. I believe 32,000 is the figure for the calendar year 1943, which covers more than the period of time since Public Law 45 was enacted, but approximately 14,000 or 15,000 were handled by the Extension Service after May 24, 1943. Any figure beyond that I am not contradicting at all. I know there were a lot of Mexicans placed by the Farm Security Administration before this matter was placed under the jurisdiction of the Extension Service, which change took place May 24.

The CHAIRMAN. Colonel Bruton said it was 42,000.

Mr. PARKER. I would like to check that statement against the record and for the period of time covered.

Mr. TABER. I have it right here on this statement.

Mr. ELLIOTT. How many were handled after the States put in this set-up and the people started to receive them?

Mr. PARKER. Fourteen thousand, plus.

Mr. ELLIOTT. That is what you received.

Mr. PARKER. Not I; the State itself and placed by the Extension Service. There are 3,900, approximately, for whom we, the council, contracted, so that the smaller farmers could have the benefit of State set-up. They gave us 3,900 while we requested 5,000. We were able to take care of these people by establishing mobile camps and other types of housing.

HOUSING OF WORKERS

I am sorry that I have not had a chance to get into the subject that Mr. Elliott particularly wanted me to present to the committee.

Mr. TABER. What was it that you wanted to cover?

Mr. PARKER. What he wanted me to tell you about was the housing end of it, and what we, the State, have done in that phase of the entire program.

Mr. TABER. I would like to hear about that.

Mr. PARKER. We have provided housing—that is, the California Farm Production Council—began operations about April 30. We took these Japanese camps that the Congressman referred to, and we transformed them into housing for 17,000 farm workers at a cost to the State of California of \$51,000 for labor and \$21,000 for lumber. The estimated present value of that construction is \$107,952 and the estimated new cost of it, \$1,421,734.

Mr. TABER. Are you using it?

Mr. PARKER. Yes, sir. As soon as it was known that these camps were available, we had many applications from farm groups for the use of these camps.

Mr. TABER. Are they filled up, or not?

Mr. PARKER. You mean those that we moved out?

Mr. TABER. Yes.

Mr. PARKER. Those that we have moved out: yes, sir; they have all been used. Mr. Elliott said that his farmers in his particular county contributed \$56,000 toward distributing throughout county and remodeling these buildings.

Mr. TABER. Does that pretty well meet the housing problem in that territory?

Mr. PARKER. It has partially met it. It is not the type of housing that we would like to have. I am working on that now, with other Federal housing agencies, so that when this war is over we will be able to use some of the war housing buildings.

The California State Relief Administration built a lot of camps during the depression and we got enough housing out of that to house 1,025 people. On that we spent \$15,000 for labor and the present value of those camps is \$100,000, with an estimated new cost of \$251,000.

As for portable housing, we had enough to house 4,000 people. The State of California spent \$324,000 on the buildings and \$45,000 on the labor. The present value is \$324,000 and the estimated new cost is in the same amount.

We have some tent housing, including 600 purchased and 400 loaned by the War Food Administration, with a capacity of 5,400. The council's costs were, for the tents, \$21,000 and for the labor, \$11,435. The present value of these tents is \$41,000.

We did another thing. We fixed up county fair grounds with State funds. There we have a housing capacity of 4,000 people. We spent a total of about \$75,900 of fair association funds, besides State funds, to remodel those buildings.

Mr. TABER. How much housing have you got altogether?

Mr. PARKER. A capacity of 31,925.

Mr. TABER. And that is used entirely for these foreign workers?

Mr. PARKER. That is right of others as well.

Mr. TABER. Or is it partly for all?

Mr. PARKER. Yes, sir; but for foreign workers first. The council has estimated that we are actually out of pocket on that, \$504,000 out of the \$1,800,000 appropriated by State legislature.

May I put this statement in the record, of housing capacity, cost and value, as of October 31, 1943?

(The statement referred to is as follows:)

California Farm Production Council—Statement of housing capacity, cost, and value as of Oct. 31, 1943

Item	Housing capacity	Council costs including labor	Present value	Estimated new cost
Jap camp reconstruction	17,000	¹ \$51,458 ² 21,173	³ \$107,952	\$1,421,734
State Relief Administration housing		¹ 15,718		
Portable housing purchase	1,025	³ 324,704	⁴ 100,483	251,207
Tent housing (including 600 purchased, and 400 loaned by War Food Administration)	4,000	¹ 45,741	³ 324,704	324,704
	5,400	⁴ 21,000 ¹ 11,435	⁵ 41,000	41,000
Ryde transient camp	500	⁶ 10,145	15,000	30,000
Fairgrounds (fair association funds)	4,000	⁶ 3,000	75,900	78,900
Total	31,925	504,374	665,039	2,147,545

¹ Labor.

² Lumber.

³ Buildings.

⁴ Tents.

⁵ 600 purchased, \$21,000; 400 loaned, \$10,000.

⁶ Cash.

Labor for construction prorated among camps by estimate.

Mr. ELLIOTT. Mr. Taber, may I make just one more statement? I think this is a matter that is confusing to some of you gentlemen, for this reason. Before the war, Mexican laborers that were brought into the State were housed in tents. But when we had to go down there and negotiate, during time of war, with the Mexican Government, somebody took advantage of the occasion and asked to have written into the agreement that there would be provided certain fancy things for these workers; a suitable place to live, a suitable place where they would get their food; and such living conditions as showers, wash rooms, lavatories, and so forth. Those were all included in this agreement.

So, we have been forced to do things that were never done before in the State of California, because of the fact that we were at war and it was an agreement between the Mexican Government and our own Government. The State of California has had to comply with those conditions.

Mr. RABAUT. Do you think it is a good thing?

Mr. ELLIOTT. Yes, I think it is a good thing. For instance, I think it has kept down disease markedly.

Mr. LAMBERTSON. But it was an ill thing for the farmers, after all. They had to take them into their parlor, in order to get them.

Mr. ELLIOTT. Well, it was either do that or lose your crop, and everybody wanted to cooperate in the interest of producing more foodstuffs. It was not a case of being your own boss, any more. It was a case of operating under an international agreement.

Mr. LAMBERTSON. They wanted your spare room and running water.

Mr. ELLIOTT. And they got it, too.

EQUIPMENT FOR FARM AND PROCESSING LABOR CAMPS AND TRANSPORTATION EXPENSE

Mr. PARKER. May I make this further statement, Mr. Chairman?

In doing this job, we had to buy beds and bedding; cooking and serving equipment, including stoves, refrigeration, pots, and so forth. In doing this we spent \$345,500 of State funds.

Of course, we had excellent cooperation from the Federal Government in getting these Japanese camps and some equipment.

I have here also a statement of transportation expense as of October 31, 1943. It has cost us \$110,345 to run the buses, and so forth, in hauling these people and mobile camps around. We have traveled 806,000 miles, transporting camps, building equipment, and labor.

Mr. TABER. Could you give us a little picture of how much the State has spent in connection with this operation?

Mr. PARKER. We had appropriated \$1,800,000; \$1,500,000 in one bill and \$300,000 in another. I have here the bill, the original bill, if you are interested in it, assembly bill No. 1. We have a constitutional prohibition against a department appropriating funds immediately, so we had to have an emergency bill for \$300,000, which would run us until this other bill could become legal. That was supposed to cover 2 years. The council, in its deliberations, decided that they would be very guilty if they let any food rot in the field and did not spend the money, so following this policy we will be bankrupt on the 30th of June. Prior to the passage of Public, No. 45, expenditures were covered by this State statute. Then when Public, No. 45 was passed, and I was appointed to this position, I felt it would be difficult if every time a farmer was sufficiently interested to find out what the situation was, he had to deal with so many agencies—I thought that was a bad situation, and so we finally agreed with the Extension Service that we would both go into one office; I would be across the desk from their administrator and he would be across from me. He would hear everything that I said and I would hear everything that he said, so that what this committee appropriates for Extension Service effort is not duplicated by State funds.

Mr. TABER. How much were you allocated by the Federal Government?

Mr. PARKER. There was allocated to the State of California \$800 000.

Mr. TABER. \$800,000?

Mr. PARKER. To the State of California.

Mr. TABER. These foreigners were all Mexicans that came to California?

Mr. PARKER. Yes, sir.

Mr. TABER. Was the housing and feeding of those people looked after by your Extension Service or by the State representative, or was it looked after by a set-up that came from Washington?

Mr. PARKER. Those that were assigned to the Council—we contracted with the Office of Labor of the War Food Administration for 5,000 Mexicans. They were only able to deliver 3,900. Under the international agreement with Mexico, the Mexican Government required that the Federal Government supervise these nationals in the United States. So, while we supervised, they were still further supervised by the Federal Government out of the regional office in San Francisco.

Mr. TABER. You mean there was a duplicating set-up?

Mr. PARKER. Not necessarily, but—

Mr. TABER. But kind of?

Mr. PARKER. Yes, kind of.

Mr. TABER. One of you could have done it just as well as both of you?

Mr. PARKER. I think better, sir, in most instances.

Mr. TABER. Better?

Mr. PARKER. Yes, sir.

Mr. TABER. Either one could have done better than both of you?

Mr. PARKER. But, you cannot do that as long as the present international agreement stands. We are charged, being a State agency, with the responsibility of doing certain things. The present agreement with Mexico says that they shall be supervised by the Federal Government.

Mr. LUDLOW. When was this international agreement entered into?

Mr. PARKER. The first public announcement was I think on August 3, 1942.

Mr. LUDLOW. I do not know whether you want to answer this or not; but that has hampered you in an orderly, satisfactory settlement of this matter, has it not?

Mr. PARKER. What is that?

Mr. LUDLOW. It has been a hampering influence rather than a helpful influence, because it has set up certain standards that have to be followed; is not that so?

Mr. PARKER. I will have to say this, sir. If we had not had those Mexicans, we would have lost millions of dollars worth of food.

Mr. LUDLOW. But it was stipulated that they had to be provided certain housing, and so forth?

Mr. PARKER. But that is required by the Mexican Government and our Government had agreed to it.

Mr. LUDLOW. I understand, it was part of the international agreement.

Mr. PARKER. Yes.

Mr. LUDLOW. But before that, these Mexicans were entirely satisfied with the housing that you had given them and the living conditions which they found there?

Mr. LAMBERTSON. To be accurate, it did not come from the Mexican Government; it came from Madam Perkins.

Statement of equipment for farm and processing labor camps as of Oct. 31, 1943

Source	Number of persons	Cost to California Farm Production Council	Re-use value	Estimated new cost
Beds and bedding; cooking and serving equipment, including stoves, refrigeration, pots, etc.:				
State Relief Administration	(1)		\$200,000	\$283,417
Jap assembly centers	(1)			
Merced	(3)		26,630	250,000
Tulare	(1)		37,082	350,000
Stockton	(1)		38,500	360,000
California Farm Production Council purchases		\$345,500	345,500	345,500
Total	20,000	345,500	647,712	1,588,917

¹ Estimated number which can be accommodated.

Statement of transportation expense as of Oct. 31, 1943

Source	Kind	Number	Cost to council	Present value	New cost
State relief administration.	Trucks, cars, busses	193		¹ \$75,000	\$155,217
California Farm Production Council.	Repairs, gas and oil; labor of repair, drivers, miscellaneous.	N. A.	\$110,345	N. A.	N. A.
Do.	Truck rental.	N. A.	2,186	N. A.	N. A.
	Total cost transportation of buildings, equipment, processing labor, repairs, gas, oil, drivers, etc.				\$112,531
	Mileage traveled to Oct. 31, 1943, by trucks, autos, etc.				² 806,000

¹ If purchasable.

² Miles.

USE OF WOMEN IN HARVESTING OF CROPS

Mr. PARKER. Mr. Chairman, may I insert these various statements that I have not had a full opportunity to cover into the record?

The CHAIRMAN. Yes.

(The matter referred to is as follows:)

STATEMENTS FROM CALIFORNIA FARMERS WHO HAVE USED WOMEN IN THE HARVESTING OF THEIR CROPS

(Agricultural Extension Service University of California Farm Labor Program)

Mr. Randolph McClain, Delta Farm, Stockton: "In the packing shed in the sorting and grading of potatoes and other products, women are superior to men. In onions, the women seem to grasp and understand the work better than men, and are faster with their hands. In the field, the women saved the crop for which I had a Government contract, though it was hard work and women shouldn't have to do it. A woman takes more pains, takes pride in her work, and she is very cooperative, does what she is told, and doesn't argue. The usual men workers don't care about the quality of the work."

Mr. Cassidy, Sonoma: "We couldn't have harvested our pear crop without these women. They have saved my crop from the picking through the drying process. I certainly hope that the camp is here next year."

Mr. C. G. Andreasen, Bishop Ranch, San Ramon Valley: "Due to the shortage of labor last year, we lost \$15,000 on our walnut crop. This year we will not lose any of the crop. The women are picking cleaner than any group which has ever worked for us. The spirit of the women is excellent. I am sure that you sent us the choicest women. We sincerely appreciate their help."

Mr. Thomas Bruce, Selma: "The women have harvested my large crop of Thompson seedless grapes. They picked, turned, and rolled quickly and efficiently. I am well pleased with the results."

Mr. Philip Bancroft, Walnut Creek: "Last year the food losses in Contra Costa County, due to labor shortage, were heavy. This year we anticipate none. We appreciate the fine contribution which the women have made and feel that they have aided all the farmers in Contra Costa County by their specific contribution to the harvest in the San Ramon Valley."

Mr. A. C. Bray, secretary-manager, La Habra Citrus Association: "For the past 8 or 9 months we have been using a crew of women as lemon pickers. Their work has proven very satisfactory on the whole, and I would estimate that they can put out just about three-fourths as much as a man. We have only used them for 5 days a week and 8 hours a day."

Mr. Robert Di Giorgio: "We have a camp of 200 women at Delano and a camp of 150 women at Di Giorgio Farms. The women are used in all sorts of work, such as harvesting plums, grapes, etc. The women do excellent work."

"Volunteer labor was extremely successful in saving a large portion of many of our crops. We believe that this type of labor is successful, and we believe that the use of such labor is essential to the saving of a large portion of California's crop."

Mr. Greiber, Selma: "These women have learned with amazing speed. They were eager to work, and in the turning of the trays they spilled fewer grapes than the men did. Next year I hope to be able to provide satisfactory housing so that I can employ them regularly."

Placement of women farm workers

[Agricultural Extension Service, University of California Farm Labor Program]

[Data from Monthly Report Form FL-12, June to November 1943]

Month	Placements		Different seasonal workers placed ¹
	Seasonal workers	Year-round workers	
June.....	1,005	34	686
July.....	3,967	103	2,470
August.....	5,918	126	3,818
September.....	11,322	126	9,237
October.....	² 10,000	-----	² 7,000
Total.....	32,601	389	23,216

¹ These figures are smaller than those in column 1, as the same individual may be placed several times.

² A rounded estimate based on returns which were not quite complete.

Practically all kinds of agricultural work have been done by the 23,216 women placed in the 32,990 jobs as listed above. Placements were made in general farm work, irrigating, driving tractors, pruning fruit trees, working with poultry, dairy herds, and haying. In addition the women helped in almost every kind of harvest, among which were prunes, peaches, apricots, grapes, rice, walnuts, berries, pears, and cherries. Many placements were made for topping onions, and picking carrots, beans, and similar crops.

NEED FOR AMOUNT OF APPROPRIATION REQUESTED

Mr. PARKER. May I say just one more thing, Mr. Chairman? I have, as part of my duties assigned by this State statute, performed certain duties in connection and cooperation with the Federal authorities. I am extremely anxious that you appropriate money to allow them to do this job, in the amount that they have requested. Other-

wise this work will probably not be done, because I do not believe that the California Legislature is going to be as generous with us next year as they were in the year past. And this job must be done if the Nation is going to get the food that is required.

You have asked us in California to make all of our grapes into raisins. I say "you," the Federal Government has. You have asked us to change a lot of things. You have put on us the harvesting of over 500,000 tons of fresh grapes for raisins in a period of 3 weeks. And that means you have got to help us if we are going to get the job done. You must have the work organized and you must place workers where needed.

I have put in some counties as many as six mobile camps in addition to the existing permanent housing facilities in order to meet the unusual requirements that the Federal Government has put upon us in processing and marketing fruits and vegetables that were formerly sold fresh.

FARM PLACEMENTS DUE TO PROGRAM

Mr. TABER. How many people did the State get inside of the State to work on farms who would not otherwise have done so? Put some fairly accurate estimate in the record, whether it is 100,000 or 200,000 or 500,000.

Mr. PARKER. Total placements were 264,297. Those were different jobs that were filled. The number of different persons placed was 160,198. Of that number, 108,000 were men. I would estimate that 40 percent of those would not have gone to farming if it had not been that this public effort was made to get them into it.

There were 23,370 women and I would say that 90 percent of them would never have done any farm work but for this program.

We placed on farms 28,305 young people under 18 years of age and it is my belief that not over 25 percent of these students would have worked on farms if the program under Public Law 45 had not existed.

Mr. RABAUT. Have you any idea of the value of the crop?

Mr. PARKER. Yes, sir; total value of \$1,200,000,000.

Mr. RABAUT. That was affected by this program?

Mr. PARKER. Yes, sir; all our crops were affected. I am having all of that developed and worked out. It is one of the things I had hoped to be able to present to you in detail.

Mr. RABAUT. You will show the savings that have been effected by this use of labor?

Mr. PARKER. That would be rather difficult, but what I am doing is this. I have had a movie taken of every camp that we have set up, and we have statistics with reference to each one of those camps, the acreage, the crops, the harvest, the value of it, for presentation to the legislature when we make our request for new funds. I estimate we would have lost at least 30 percent of our crops had this program not been effect.

The CHAIRMAN. You have permission to revise and extend your remarks, Mr. Parker. Thank you very much for your statement.

FRIDAY, NOVEMBER 19, 1943.

FARM LABOR SUPPLY

STATEMENTS OF W. R. OGG, REPRESENTING THE AMERICAN FARM BUREAU FEDERATION; L. R. SIMONS, DIRECTOR OF EXTENSION SERVICE, NEW YORK; PAUL E. MILLER, DIRECTOR OF EXTENSION SERVICE, MINNESOTA; P. O. DAVIS, DIRECTOR OF EXTENSION SERVICE, ALABAMA; T. B. SYMONDS, DIRECTOR OF EXTENSION SERVICE, MARYLAND; AND PAUL E. NYSTROM, FARM LABOR SUPERVISOR OF THE EXTENSION SERVICE OF THE STATE OF MARYLAND

The CHAIRMAN. Gentlemen, we have with us Mr. W. R. Ogg, representing the American Farm Bureau Federation; Mr. L. R. Simons, Director of Extension Service of the State of New York; Mr. Paul E. Miller, Director of Extension Service of the State of Minnesota; Mr. P. O. Davis, Director of Extension Service of the State of Alabama; Mr. T. B. Symonds, Director of Extension Service of the State of Maryland; and Mr. Paul E. Nystrom, Farm Labor Supervisor, Extension Service, Maryland.

These gentlemen are appearing here on the farm labor supply appropriation, and we shall be very glad to have a statement from you at this time.

Do all of you gentlemen desire to be heard?

Mr. OGG. If it is agreeable to the committee each of these gentlemen would like to tell you how the program is working in their State.

The CHAIRMAN. Whom are we to hear first?

Mr. OGG. They have asked that I make the opening statement.

The CHAIRMAN. You may proceed, Mr. Ogg.

RECOMMENDATIONS OF THE AMERICAN FARM BUREAU FEDERATION

Mr. OGG. Mr. Chairman and members of the committee, I am here representing the American Farm Bureau Federation.

First of all, I wish to express on behalf of the American Farm Bureau Federation—and I believe this expression would be concurred in by the great masses of farmers throughout the United States—deep appreciation to this committee for its wise, courageous, and constructive leadership in straightening out the farm labor mess confronting the farmers of America last spring.

At that time, we were confronted with a critical situation. Farmers had been asked to exceed the record output of food of last year. Due to the enormous exodus of farm labor to the cities attracted by fabulous wages being paid in industrial plants and the large numbers who had been inducted or who had voluntarily enlisted in the armed services, there was a desperate labor shortage throughout the farming areas of the Nation.

The program of recruiting and placing farm labor up to that time had been badly bungled and as a result considerable quantities of food had already been lost in some areas. In addition, farmers were further

handicapped by the attempts to fasten upon farmers and farm workers a far-reaching system of industrial labor controls—minimum wage controls, regulation of hours of work, housing standards, and so forth. Farmers were discouraged and disheartened.

The planting season was then at hand. Quick and effective action was imperative. The program originally formulated by the Department of Agriculture and presented to this committee was another blank-check grant of powers and funds which would have resulted in building up another bureaucracy and the program would have bogged down because of the multiplicity of agencies with which farmers had to deal.

We appealed to this committee for relief. Under your leadership, a practical, workable program was devised which later received the approval of the House by an overwhelming vote. When the bill went over to the Senate, numerous changes were made and some compromise had to be made in the measure which was finally enacted.

It is our considered judgment that had the bill which your committee originally proposed and which was approved by the House been adopted, the program would have worked more successfully and with less difficulties. We believe that the actual experience and results since then demonstrate that the basic principles of your committee bill which we supported, were right and they have been vindicated in actual operation of this program.

As you will recall, there were several fundamental principles which we were insisting upon. These were:

(1) That the farm labor program be placed in competent hands, in an agency close to the farmers in which they had confidence and which was capable of getting this crucial and difficult job done successfully;

(2) That the responsibilities, duties, authority, and funds for all phases of this program should be vested in a single agency at the Washington, State, and county levels, with authority to cooperate with or enter into cooperative agreements with any other agency, public or private;

(3) That the program be decentralized, and all the funds, with the exception of a small fund for central supervision, be turned over to the States to enable them to develop and carry out this program in a manner which would most effectively meet the problems and needs in the various States;

(4) That the responsibility for the entire program be turned over to the Extension Service because it was the only agency already set up and ready to go, with offices in every agricultural county, and with a decentralized set-up which at the same time provided for all necessary cooperation and coordination among all States and with the United States Department of Agriculture, and which also enjoyed the confidence and support of farmers everywhere, and had a reputation for getting the job done in a practical, economical, and effective way.

(5) That a definite prohibition should be inserted in the act against the use of funds for fixing minimum wages, regulating hours of work, housing standards, and so forth, for agricultural labor.

We believe that if these principles had been fully carried out in the bill as finally enacted the program could have been operated more efficiently, more economically, and without some of the difficulties that have resulted. Due to the failure to concentrate the responsibilities

completely in one agency at the Washington, State, and county levels there have been developed two different set-ups which parallel each other somewhat and which result in some unnecessary personnel and overlapping. Other difficulties have been experienced because of lack of clarification of jurisdiction between the United States Employment Service and the agencies operating in the farm-labor program. I want to make clear that these difficulties and weaknesses that have developed in the administration of this program are, in my opinion, due primarily to the defects in the basic set-up and plan of operation. I believe the administrators have done their best to make the program work in spite of these basic weaknesses.

On the whole, the program has achieved good results, despite these handicaps. It tided us over an extremely acute and grave situation that might have resulted in a food disaster, because the manpower shortage was one of the most serious threats to the food-production program.

The Extension Service has done a particularly fine job. In the 5 months' period—May 1 to September 30—it has made a total of 2,700,000 placements of workers, of which 2,580,000 were seasonal workers and 120,000 were year-around workers. These placements involved 1,200,000 different workers. In addition, the Extension Service has encouraged 2,000,000 farmers to exchange labor and adopt various labor-saving practices. Included in these placements are about 400,000 nonfarm youth who required special plans for recruiting, training, placement, and supervision; and about 200,000 women in the women's land army, who also required a special program for recruiting, training, placement, and supervision.

The Extension Service also transported and housed 21,942 intrastate workers within their respective States and operated 283 farm labor camps for 54,088 workers. These outstanding achievements were accomplished with an astonishingly small amount of money. Also, a total of \$13,050,000 was made available to the Extension Service under Public Law No. 45. It is estimated that only \$45,000,000 of these funds will actually be expended, leaving a \$7,350,000 saving to the Government in this program. This is an outstanding demonstration of the efficiency and economy with which this program can be operated on a decentralized basis through the Extension Service.

The other part of the program—dealing with recruiting and transporting foreign labor and interstate domestic labor, which has been handled by a special agency set up under the War Food Administration—the Office of Labor—during the same period transported and furnished subsistence en route to a total of 100,054 foreign and interstate workers, of which 6,000 were year-round workers, 23,000 seasonal workers, and 70,259 foreign workers. The Office of Labor also operated 151 farm labor centers for 70,000 to 80,000 workers; and also provided health and medical care to workers in these centers.

In rendering these services to approximately 100,000 foreign workers and interstate domestic workers, the Office of Labor expended a total of \$22,065,000, of which \$14,113,000 was for transportation and subsistence en route of foreign and interstate workers.

The farm labor situation is still a crucial one. Farmers are being asked to expand their output of food again next year over and above the record-breaking goals attained during the past few years. They

were only able to attain this year's output by utilizing large numbers of women and children and inexperienced workers.

Unless the farm-labor program is handled in the most efficient and effective manner possible, it is going to be more difficult for farmers to meet next year's goals than this year because the supply of farm labor is less than ever before on record and the demand is at record high levels.

There have been charges in the press recently accusing farmers of wasting manpower. Swivel-chair statisticians, not informed of the true conditions, have even made estimates that there are 1,500,000 workers in agriculture who can be spared to go into war plants and in the armed services. I challenge them to find these workers who can be spared. Anyone who is familiar at first hand with conditions on the farms throughout this Nation during the past year, knows that there is a growing and acute shortage everywhere and that production has been achieved only by means of working early and late into the night—60, 70, and even as high as 80 hours a week—and without any time and a half premium pay for overtime beyond 40 hours either—by old people who are really too old to do such arduous work, risking their lives to carry on production of food while their boys or hired hands are in the service, and by utilizing large numbers of women and children and inexperienced workers.

As for the charge of incomplete utilization of the manpower available, it is also well known to anyone familiar with farming operations that it is impossible to keep every person on every farm employed 100 percent of the time, due to the seasons. We cannot control the weather. For that reason there is bound to be some slack in the utilization of workers. But I challenge any group in America to demonstrate a record of more complete utilization of manpower in total hours worked or total output per person employed. In this connection, it is significant that the general public recognizes this, as shown by a recent Gallup poll which revealed that the public believes that the farmers have done the best production job of any group.

It has also been charged that agriculture is a haven for draft dodgers. Again this is a false and unfair charge. If there are individuals here and there who are guilty, such situations should be corrected, of course, but the available data does not support these charges.

Figures compiled by the War Food Administration show that in the past 3 years the farms of the United States lost a total of 4,350,000 able-bodied and experienced workers who went into industry and into the armed services. There is more than half of the Nation's farm force as of January 1940.

These records, which were prepared by Bureau of Agricultural Economics—I have here with me, if the committee would like to have them, the reports from the Department of Agriculture to support these statistics.

The CHAIRMAN. They may be submitted for the use of the committee.

Mr. Ogg. I will be glad to do that.

These records shows that 1,400,000 have left the farm to work in industry; that an additional 1,700,000 farm people went to work in industry but continued to live on the farm; and that 1,250,000 farm workers have responded to the call to the colors. Only 2,032,666

farmers have been deferred from the draft, and of this number only 750,417 were single and between the ages of 18 and 37 without dependents.

The best indication of the farm-labor shortage, however, is the Bureau of Agricultural Economics farm-labor index for July 1943, which showed supply at 57 percent, the lowest for any July on record, and demand at 125 percent, the highest for any July on record.

I understand that next year it will require something like 50,000 more year-round workers and from 300,000 to 500,000 more seasonal workers to produce the food goals set for 1944 than were employed on farms in 1943.

We dare not fail in this herculean task. Our boys on the fighting fronts, our allies, and our civilian population who are producing on the home front are all depending upon farmers to do this job. Farmers are ready and anxious to do their utmost to produce all the food required.

It is imperative, therefore, that we have no lost motion, duplication, or overlapping of agencies, divided authority, and responsibilities, or wastage of manpower or funds in the program of recruiting, transporting, and placing farm labor. This program must be so organized that it can supply the labor when it is needed and where it is needed, with the minimum of red tape, delays, and loss of time to farmers.

Therefore, we feel that it is extremely important that Congress take steps not to correct the defects in the present program so that farmers can go forward with full confidence that this program will meet their needs effectively.

To that end, we respectfully recommend:

(1) That all duties, responsibilities, authority, and funds be centered in one agency, the Office of Extension, United States Department of Agriculture, at the Federal level; and in the State extension services at the State and county levels, with authority to cooperate with and enter into cooperative agreements with such other public and private agencies as may be desirable.

(2) That the functions and duties of the present Office of Labor in the War Food Administration in Washington be transferred to the Federal Office of Extension, that the regional offices of the Office of Labor be discontinued, and each State extension service be authorized to deal directly with the Federal Office of Extension.

(3) That the State extension services be assigned the full responsibility for the recruiting, transportation, training, housing, and placement of all labor under this program, including intrastate, interstate, and foreign workers, except the recruiting and transportation of foreign workers to the States and exporting them from the States to the point of recruitment, which should be the responsibility of the Federal Office of Extension. In cases where there may be a shortage of foreign workers and more than one State desires these workers, the Federal Office of Extension shall determine the apportionment of the foreign workers amongst the various States needing them. The State extension services should also be assigned the full responsibility for the management, care, and supervision of all farm labor camps

and farm labor centers for all labor recruited under this program and the construction and improvement of such housing; and for all necessary protective services, such as sanitation, medical care, and so forth.

The farm labor camps, farm labor supply centers, and other facilities, equipment, and supplies now used by the Office of Labor within the several States, should be made available to the State extension services without cost, for their use in carrying out the provisions of this act.

(4) That authorization be given to the Federal and State extension services to negotiate with the War Department directly for the use of war prisoners and the utilization of American soldiers where necessary, for agricultural purposes.

I understand now they have to go through quite a lot of red tape, through the War Manpower Commission, in order to use any war prisoners, which is very confusing and is hindering their effective utilization.

(5) That the definition of agricultural labor in the act be broadened to include labor for packing, canning, freezing, drying, or other processing of fruits and vegetables. Whenever and wherever foreign workers, recruited under this program, are utilized for these purposes, they shall be considered as agricultural labor and not as industrial workers. The authority for this duty should be placed entirely in one agency—the Extension Service.

(6) That charges be made for housing facilities and meals in amounts approximating these costs on a practical and efficient basis. All provisions of agreements with foreign governments, of course, should be carried out.

(7) That adequate funds for recruiting and transportation of foreign workers be earmarked for that purpose, that a definite limitation be imposed on the amount which may be expended for administrative and operating expenses at the Federal level, and that the remainder of the funds be apportioned to the State extension services in order that the program may be decentralized and each State may meet its problems and needs most effectively at the least expense.

(8) That the proposed budget be adjusted in line with the foregoing recommendations.

At the recent meeting of all extension directors of the United States in Chicago, President Edward A. O'Neal, of our organization, discussed this matter with them. He found them willing to assume responsibility for the entire farm-labor program, in cooperation with the Federal Office of Extension, if assigned to them by Congress.

It is our judgment that if the foregoing recommendations are adopted, the maximum results will be achieved at the least possible expense and with the most satisfactory results to farmers.

Under this program there will be no divided responsibilities or duplicating offices and organizations either in Washington or in the field, with the inevitable delays, confusion, conflicts, and needless expense and manpower that result. With the exception of the transportation and recruiting of foreign labor, the whole program will be decentralized and operated by the people in the States who are close to the problem and who can get the maximum local cooperation. This

is extremely important because nine-tenths of the job has got to be done out in the counties and communities.

Yet under the present set-up the tail is wagging the dog. The Agricultural Labor Office is primarily responsible for the recruiting and transporting of foreign and domestic interstate workers; this agency handled only 100,054 workers this year and expects to handle 126,900 workers next year. The Extension Service this year made a total of 2,700,000 placements of 1,200,000 workers, and next year it is expected to make 5,000,000 placements of 2,200,000 workers. Since the Extension Service is to do ninety-nine one-hundredths of the work insofar as total placements are concerned, then it is logical and proper to place it in charge of the entire program.

It is my understanding that in the proposed budget for 1944 the Extension Service is to be allowed \$10,300,000 to handle its part of the program; and the remainder, aggregating \$29,229,000 (including unexpended balances in 1943), will be allocated to the Office of Labor of the War Food Administration for handling interstate and foreign activities, including \$12,474,000 for transportation and subsistence en route of foreign and domestic interstate workers.

Furthermore, the Extension Service must maintain the Nation-wide organization anyway. It is already available in every agricultural county with 6,000 farm labor centers, and with its system of community leaders who cooperate without pay in carrying out the extension program, and its committees of farmers in every agricultural county which the Extension Service has set up, to help carry out this program.

There is no need to set up a duplicating field organization from Washington such as we have now, to recruit, transport, and place interstate labor and in the same counties maintain the extension set-up to recruit, transport, and place intrastate domestic labor.

Hence, to avoid duplication and overlapping the entire program under our proposal would be operated in the States through the State extension service and such agencies as it may cooperate with, except that the Federal Office of Extension would maintain a division with a small staff which will recruit workers in foreign countries and transport them to the States and back to the places of recruitment when their work in this country is finished. While these foreign workers are in a given State they will be under the direction of the Extension Service or its designated representative. This will facilitate their placement, housing, and transportation from area to area to the best advantage of all concerned.

In other words, all of the labor would be in one pool within the State, so that it could be utilized to the fullest advantage. Many instances have occurred in the present arrangement where workers were not used to the best advantage because two different agencies were recruiting and transporting workers.

In the case of interstate movements of domestic workers, this can be handled in the simplest, most economical manner, and with the maximum utilization of manpower, if it is done through the nation-wide organization of the Extension Service which is already organized in every State and agricultural county, with a trained organization and lines of procedure already long established.

These readjustments in set-up and operations can be made quickly and simply, as the extension organization has long been operating, and its relationships and procedures are well established.

It would necessitate reorganizing the Budget, which has been submitted to Congress. It is our judgment that the program we have proposed would result in getting better results at a saving of several million dollars below the amount requested in the Budget estimate.

We, therefore, respectfully urge your committee to make such additional changes in the program as will carry out the foregoing recommendations.

In order to assure continuity of services now in operation, it is essential that this legislation be enacted at the earliest possible date. Personnel now employed must know what to expect after December 31, and leases in effect must either be terminated or continued.

That concludes my statement. I thank you very much, Mr. Chairman.

(The following was subsequently submitted:)

NOVEMBER 26, 1943.

Hon. CLARENCE CANNON,

Chairman, House Appropriations Committee on Deficiencies,

Washington, D. C.

DEAR CHAIRMAN CANNON: In response to the request of your committee, I have conferred with the representatives of the various State extension services who appeared before the committee during its consideration of the appropriation for the 1943-44 farm-labor supply program and we have prepared a budget to carry out our recommendations, which are described in detail in the statement which I presented to the committee on November 19.

I enclose herewith copy of this budget and also a memorandum explaining the basis for the estimate in connection with each item. If there is any further information we can obtain for the committee, we will be pleased to do so.

It is our combined judgment that if the recommendations which we have made are carried out, this program can be carried out at a total cost of \$32,620,000, which is the minimum amount budgeted for this program. In order to provide a reserve for unforeseen contingencies, we recommend, however, that a reserve fund of \$3,000,000 be made available to be apportioned to the States only if needed. This is in line with the procedure followed this year under which the Extension Service was allotted not less than \$9,000,000 and not more than \$13,050,000, of which the Extension Service will only expend about \$5,700,000, leaving an unexpended balance of \$7,350,000. This record demonstrates that the Extension Service can be depended upon to keep total expenses as low as possible.

We recommend, therefore, that a total of not less than \$16,325,000 and not more than \$19,325,000 be provided for the State Extension Services, which, together with \$400,000 for administration of the Washington office and \$15,895,000 for the field services and other expenses in connection with recruiting and transporting foreign workers by the Federal Office of Extension, would require a total budget of not less than \$32,620,000 and not more than \$35,620,000.

This foregoing budget would represent a total over-all saving of approximately \$4,000,000 to \$7,000,000 below the total budget of \$39,529,394 submitted by the Bureau of the Budget.

It is our opinion that the program which we have recommended will result not only in very substantial savings in expenditures and manpower but also in more efficient and satisfactory operations and better utilization of farm workers.

I am authorized to state that the program outlined in the recommendations which I presented to the committee and the accompanying budget to carry out these recommendations have the approval and support of the State Directors of the Agricultural Extension Services who appeared before your committee.

Respectfully yours,

W. R. Ogg, *Director of Research.*

Budget of farm labor supply program, 1943-44

Administration—Washington office, Federal Office of Extension (including duties and functions transferred from Office of Labor, War Food Administration)-----	\$400,000
Project No. 1—State extension services:	
(a) Recruitment, placement, labor utilization, State administration and supervision-----	6,362,600
(b) Victory Farm Volunteers-----	1,380,600
(c) Women's Land Army-----	624,550
(d) Transportation and housing of intrastate workers-----	1,932,250
(e) Operation, management, repair, maintenance, and construction of farm labor centers, and housing facilities for foreign workers and interstate domestic workers (hitherto handled by Office of Labor, War Food Administration)---	4,000,000
(f) Feeding of interstate and foreign workers (hitherto handled by Office of Labor, War Food Administration)-----	2,025,000
Total, budget of project No. 1—Not less than-----	16,325,000
Reserve fund-----	3,000,000
Total, project No. 1 (including reserve fund)—Not more than-----	19,325,000
Project No. 2—Federal Office of Extension—for recruitment and transportation of foreign workers to the States of initial employment and return to points of recruitment (hitherto handled by Office of Labor, War Food Administration):	
(a) Field services (salaries and travel of employees, and other necessary expenses)-----	2,000,000
(b) Transportation and subsistence of foreign workers en route (including transportation and secondary moves within the United States)-----	12,474,000
(c) Health, medical care, etc. (for foreign workers)-----	914,000
(d) Subsistence allowance (for foreign workers)-----	507,000
Total, project No. 2-----	15,895,000
Total budget, 1943-44—Not less than-----	32,620,000
Reserve fund-----	3,000,000
Total budget, including reserve fund—not more than-----	35,620,000

COMMENTS—PROPOSED BUDGET OF FARM LABOR SUPPLY PROGRAM, 1943-44

Administration—Washington office, Federal Office of Extension (including duties and functions transferred from Office of Labor, War Food Administration)-----	\$400,000
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The function and duties of the Office of Labor in the War Food Administration would be transferred to the Federal Office of Extension. The duties hitherto performed by the Office of Labor would be greatly reduced by reason of the fact that the State extension services would be given all of these field activities except the recruiting and transportation of foreign workers to the various States and their return to points of recruitment. The Federal Office of Extension would supervise this limited field work with respect to about 66,900 foreign workers, and would exercise general supervision over the remainder of the program, which would be fully decentralized and handled by the State extension services. Supervision is believed to be adequate for the duties that are required under this revised program.

If the \$12,474,000 for transportation (railroad tickets, etc.) of foreign workers is excluded, the \$400,000 for administration is about 2 percent of the \$20,156,000 appropriated for recruiting, training, and placement of farm workers.

PROJECT NO. 1. STATE EXTENSION SERVICES

- (a) Recruitment, placement, labor utilization, State administration, and supervision----- \$6, 362, 600

No change in estimate submitted by Bureau of Budget.

At present the State extension services are handling the recruiting, training, intrastate transportation, and placement of all domestic intrastate workers within their respective States; and the placement of all domestic and foreign workers within their respective States. Under this revised program, the State extension services would be responsible also for recruiting and transporting of domestic intrastate workers from State to State. Under this program the State extension services would also be required to assume the additional administrative responsibility in connection with the transportation and housing of interstate and foreign workers within their respective States.

It is believed that these additional duties can be absorbed by the present State extension organization, as it must maintain its organization in the various States to carry out its present duties and responsibilities in recruiting, training, transportation, and housing of all intrastate workers and the placement of all domestic intrastate and interstate workers and all foreign workers. Under the 1944 program the Extension Service is expected to make 5,000,000 placements, involving 2,200,000 different workers, and to transport and provide housing for 35,000 seasonal intrastate workers and 9,000 year-round intrastate workers. This program constitutes about 98 percent of the total number of workers to be recruited and placed.

- (b) Victory Farm Volunteers----- 1, 380, 600

No change in estimate submitted by Bureau of Budget.

- (c) Women's Land Army----- 624, 550

No change in estimate submitted by Bureau of Budget.

- (d) Transportation and housing of intrastate workers----- 1, 932, 250

No change in estimate submitted by Bureau of Budget.

To transport 35,000 seasonal and 9,000 year-round domestic intrastate farm workers; to obtain and operate 250 farm labor centers for 30,000 workers for an average operation period of 2 months.

- (e) Operation, management, repair, maintenance, and construction of farm labor centers and housing facilities for foreign workers and interstate domestic workers (hitherto handled by Office of Labor, War Food Administration)----- 4, 000, 000

This estimate is based upon the assumption that all existing farm labor camps and farm labor centers now being used by the Office of Labor, War Food Administration, will be turned over to the State extension services.

Under this revised program, the State extension services would be placed in charge of all farm labor centers and farm labor camps and the housing and feeding of interstate and foreign workers as well as intrastate workers. At present 2 different agencies—the Federal Office of Labor, War Food Administration, and the State extension services—are engaged in maintaining 2 different sets of farm labor centers and camps within the various States and maintaining separate administrative organizations in the various States to handle this work. A consolidation of these functions and services under the State extension services would result not only in very substantial savings, but also improve efficiency of operations and bring about more effective utilization of all farm workers. In the estimate submitted by the Bureau of Budget \$4,008,705 is provided for the operation of 151 existing centers for 70,000–80,000 foreign and interstate workers; and in addition, \$1,077,874 for the operation of 49 new portable centers which are to be constructed at a cost of \$3,099,795; or a total of \$5,086,579 for operation of 200 farm

labor centers; and a total expenditure of \$8,186,374 (including \$3,099,795 construction costs).

Experience has demonstrated that adequate facilities can be provided by the State extension services at much lower cost than the above estimates. The State extension services are expected to provide intrastate transportation and housing for 35,000 seasonal and 9,000 year-around domestic intrastate farm workers, and to obtain and operate 250 farm labor centers for 30,000 workers for an average operation period of 2 months, at a total cost of \$1,932,250, which includes \$990,000 for transportation and subsistence en route of workers, \$144,000 for medical and burial services, \$81,600 travel of State personnel and transportation escorts, \$406,250 for personnel at camps, and to supervise transportation, \$86,400 for State office personnel, and field supervisors, \$175,000 for lease, repair and alteration of camps, and \$49,000 for other expenses, including communications, supplies and equipment.

A study of typical budgets for operating various camps or labor centers for interstate and foreign workers in the estimates submitted by the Bureau of the Budget indicates possibilities of very substantial savings if this work is turned over to the State extension services. For example, operating costs range from \$22,441 for a portable center with less than 300 workers, to \$32,042 for a permanent center housing 850 single workers; and the number of employees allotted to such centers range from 4 employees for the smallest type of camp (in addition to funds for temporary help) to 6 or more full-time 12-month employees (in addition to funds for temporary help) for the permanent centers. It is noted that 44 so-called permanent centers with shelter for an average of 850 field workers are to be provided under the estimate submitted by the Bureau of the Budget, and these estimates include the employment of personnel for a 12-month period with the exception of a stenographer, who is scheduled for 9 months. The State extension services found through experience that a camp to house 850 single workers is an uneconomical unit. They have found it unwise to concentrate such a large number of workers in a single community. To do so results in excessive costs, and unnecessary loss of time, and excessive use of gasoline and rubber in transporting these workers long distances to and from their work each day. Experience has demonstrated that it is more economical and much more satisfactory—both for workers and farmer employers—to provide smaller camps.

Experience has also shown that when these camps are handled by local agencies such as the extension service, who know local conditions, they can be operated at much less cost than would be the case under Federal administration. Furthermore, the extension services have been able to secure the cooperation and assistance of many local agencies, which has resulted in greatly reducing the cost.

If these facilities are all turned over to the State extension services, the total expenditures for new construction will be very small, as it has been the policy of the extension service to utilize, wherever possible, existing facilities such as abandoned school houses, fair ground buildings, Grange halls, high-school gymnasiums, abandoned fruit sheds, and warehouses, tourist camps, summer camps, farm houses, etc., for the temporary housing of farm labor. Such facilities can be leased at comparatively low cost and in some cases without cost, and the expense for equipment and repairs is also much lower than would be the case in constructing new housing. Furthermore, experience has shown that local people can obtain these facilities at less cost because they know the people, the local values, where to get materials, and so forth.

Based upon past experience of the State extension services, it is estimated that housing facilities for domestic interstate workers and for foreign workers can be supplied, operated, and maintained at a total cost of

\$2,000,000. This is in addition to the \$1,932,250 provided in the Bureau of the Budget estimates to the extension service for transportation and housing of intrastate workers. It is not contemplated that the funds expended for transportation and housing of intrastate workers should be accounted for separately from the funds expended for housing and transportation of domestic interstate workers and foreign workers, but these items are shown separately for convenience in this proposed budget.

If there is any question as to the authority of the State extension services to take care of the necessary expenses for the bonding of employees handling funds and for accident liability of employees, definite authorization should be given.

It is urged that greater utilization be made, as far as practicable, of prisoners of war who are located in camps in this country. The larger the numbers of prisoners of war who are utilized for farm labor, the smaller the number of foreign workers who will need to be imported, and the expense will be proportionately reduced, because it costs a great deal less to utilize prisoners of war who are already located in camps in this country than locate and transport foreign workers.

(f) *Feeding of interstate and foreign workers (hitherto handled by Office of Labor, War Food Administration), \$2,025,000.*

No change in estimate submitted by Bureau of the Budget.

In the estimate of the Bureau of the Budget this item is contained under project No. 2, which hitherto has been carried on by the Office of Labor, War Food Administration. Under this revised budget, this item would be transferred to the State extension services, since they would be responsible for housing and feeding of all workers in farm labor centers and farm labor camps.

Under this revised plan of operations, this item would be largely in the nature of a capital operating fund, inasmuch as this plan calls for collection of sufficient charges to substantially meet the estimated cost of feeding and lodging. A large part of this fund, therefore, should be returned at the end of the year. Necessarily, all existing requirements of foreign governments with respect to feeding and housing of workers must be complied with.

Total, budget of project No. 1—not less than	\$16,325,000
Reserve fund	3,000,000

Total, project No. 1 (including reserve fund)—not more than	<u>19,325,000</u>
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Because of the newness of this program, the many variable factors in the farm-labor and farm-production situation in 1944, and because of the difficulty of estimating with exactness all items of cost involved in transferring functions hitherto exercised by the Office of Labor, and placing them under the administration of the State extension services, it is recommended that a reserve fund of \$3,000,000 be provided for the use of the State extension services, so that a total of not less than \$16,325,000 and not more than \$19,325,000 will be available until Dec. 31, 1944.

This would follow the precedent set in Public Law No. 45, which made available to the Extension Service not less than \$9,000,000 and not more than \$13,050,000 until Dec. 1, 1943. The Extension Service has demonstrated its ability to operate on a basis of minimum expense. Its actual total expenditures out of this \$13,050,000 appropriation are estimated at \$4,700,000, leaving a total of \$8,350,000 unexpended. Based upon this record, it is believed Congress would be justified in providing again next year a reserve of \$3,000,000 which would be available, if needed, to meet unforeseen contingencies.

Representatives of State extension services believe that, based upon past experience, they can operate their part of the program for a minimum of \$16,325,000 under this proposed plan, but they recommend a reserve of \$3,000,000 as a margin of safety.

PROJECT NO. 2. FEDERAL OFFICE OF EXTENSION

For Recruitment and transportation of foreign workers to the States of initial employment and return to points of recruitment (hitherto handled by Office of Labor, W. F. A.)

- (a) Field services (salaries and travel of employees, and other necessary expenses)----- \$2, 000, 000

This item includes the necessary field services, including salaries of field employees and their travel expenses and other necessary expenses in recruiting foreign workers in foreign countries and handling movements of these workers from foreign countries to the United States and the return of these workers from the United States to the points of recruitment. All other activities and responsibilities in connection with the handling of foreign workers will be taken over by the State extension services in the States where these workers are employed.

The original estimate submitted by the Bureau of the Budget for "general operating costs of the program" totaled \$3,491,905. The reduction in this item is based on the assumption that \$30 per foreign worker is ample to provide for the expense of recruitment and to supervise the movement of workers to the States and back to the points of recruitment. It is estimated that 66,900 foreign workers will be needed in 1944, of which 25,000 now are in the United States and 41,900 are to be imported. Allowing for turn-over due to movements of foreign workers back to their homes from time to time, it is estimated that 66,900 foreign workers at an average cost of \$30 per worker would require a total of \$2,007,000 for this purpose. This does not provide funds to recruit and supervise the movement of 50,000 domestic workers since these are all recruited within the States. It is believed that this expense can logically be absorbed by the funds allotted to the State extension services on project No. 1. This estimate further assumes that the States will take over full responsibility for all workers, both interstate and foreign, upon their arrival within the several States where they are needed and that necessary funds for these services are available in the funds budgeted in project No. 1.

In this connection it is noted that up to Oct. 30, 1943, only 20 States used 1,000 or more interstate and foreign workers and nearly half of these workers were used in the State of California. Thus with the exception of California, and a very few other States these workers represent a very small portion of the total number to be recruited and placed.

- (b) Transportation and subsistence of foreign workers en route (including transportation and secondary moves within the United States)----- 12, 474, 000

No change in estimate submitted by Bureau of the Budget.

In this connection it should be noted that the Budget estimate of \$12,474,440 includes expenditures for transportation and subsistence en route of interstate domestic workers and foreign workers, including secondary moves. An estimated total cost of \$2,137,000 provided for transportation and subsistence en route of domestic seasonal workers and domestic year-round workers. Such portion of these funds as may be required should be allotted to the State extension services for payment of these expenditures as required.

- (c) Health, medical care, etc. (for foreign workers)----- 914, 000

The original estimate submitted by the Bureau of the Budget was \$1,814,075. The reduction in this item is based upon the following assumptions:

1. That it is not the responsibility of the Federal Government to provide medical services to interstate domestic workers. It is not provided to intrastate workers and there is no basis for differentiation between the 2 groups. These workers are well paid and it is reasonable to expect that they will assume such costs as part of their personal expenses—the same as is done by intrastate workers.

One exception should be noted. Simply physical examination should be required at point of origin for such workers and, provision should be made for emergency medical care and prevention of epidemics.

2. Foreign workers will require medical services to comply with contract provisions with foreign governments. Such service should be furnished as needed by local physicians in the localities where the workers are located. Since all workers are young men—physically sound and healthy, and are engaged in simple field work that is not hazardous—it is not to be expected that medical services will be excessive.

Nevertheless, an estimate of \$10 per worker is provided for the estimated 66,900 workers, or \$669,000. Whatever is necessary to meet requirements of agreements with foreign Governments must be met. This leaves a balance of \$245,000 for physical examinations of interstate and foreign workers numbering 126,900.

(d) Subsistence allowance (for foreign workers).....	507, 000
No chance in estimate submitted by the Bureau of the Budget.	
Total, project No. 2.....	15, 895, 000
Total, budget:	
Not less than.....	32, 620, 000
Not more than.....	35, 620, 000

FRIDAY, NOVEMBER 19, 1943.

THE FARM-LABOR PROGRAM IN NEW YORK STATE

STATEMENT OF L. L. R. SIMONS, DIRECTOR OF EXTENSION, NEW YORK STATE

The CHAIRMAN. We will hear next Mr. L. R. Simons, director of the extension service, New York State.

Mr. SIMONS. Mr. Chairman, I should like to present a statement about the organization and some of the results of the farm-labor program in New York State.

Anticipating an acute shortage of farm labor, farm machinery, and farm supplies, the New York State Conference Board of Farm Organizations established, as early as June 1940, the New York State Agricultural Defense Committee and a similar committee in each of the 55 agricultural counties.

The State committee is composed of the heads of the Grange, G. L. F. Exchange, Dairymen's League, Horticultural Society, Vegetable Growers Association, Poultry Council, Farm Bureau, Home Bureau, 4-H Extension Federation; one representative from Production Credit; one from the Land Use Planning Committee; the chairman of the State F. S. A., A. A. A., and Soil Conservation Committees.

Among other acts, the New York State Agricultural Defense Committee appointed a technical operating committee composed of representatives of all State and Federal agencies concerned with the farm-labor program. This committee has functioned effectively under policies determined by the State Agricultural Defense Committee for 2 years. Its operations have been greatly augmented through emergency appropriations by the State war council and the Congress.

The operating staff, composed of representatives of the United States Employment Service, the Office of Labor, War Food Administration,

the Extension Service of the State Colleges of Agriculture and Home Economics, the State department of education, the State war manpower director, and the State canners association, meets about once each week during the peak production season to discuss operations during the previous week and to plan for the week ahead. The staff operates as a unit. There is no overlapping or duplication of effort. No agency attempts to take credit for itself. It is a good example of successful cooperation of Federal and State governmental agencies.

This subordination of selfish ambitions and the application of united effort which has produced excellent results, is much appreciated by the farmers and the public generally.

Sufficient seasonal and year-around labor was mobilized so there was very little if any loss of agricultural products. The staff had splendid cooperation from the regional war manpower director, Selective Service, and responsible officers of the Army and Navy. High-school boys and girls, college students, businessmen, and women, firemen, policemen, war prisoners, soldiers, sailors, and industrial workers were recruited and placed on farms where they did effective work.

From June 25 through October 28, 1943, a total of 133,973 farm labor placements were made in New York State by the United States Employment Service operating through a contract with the Extension Service. The U. S. E. S. placement men operate in close cooperation with the county agricultural agents. In the peak harvest period—September—there were 53,887 placements. A placement means a worker in a job for one or more days, a week, a month, or a year. The September 1943 placements were more than the total farm placements made by U. S. E. S. during the entire 12 months of 1942, when the total was 52,250. September placements were almost three times as many as all placements in 1941, when the total was 19,000. Total farm placements for 1943 will approximate 140,000.

Fifty-seven farm labor camps were located advantageously over the fruit and vegetable growing acres in 24 counties of New York State. Forty of these camps were organized and financed largely through Federal funds allocated to the Extension Service. Five camps were financed by the Federal War Food Administration and one camp of Jamaicans by the State war council. The supervision of all youth in these camps was paid for by the State war council. The camps housed 70 different groups of workers including Farm Victory Corps Cadets, vacationists, Scouts, Jamaicans and Bahamans, United States soldiers, French sailors, and Italian prisoners of war with a maximum population of 6,000 at peak periods.

Several camps were sponsored by such organizations as the Farms for Freedom, Boy and Girl Scouts, the Lutheran Church, and by growers and canners.

As a result of health and sanitary precautions, always with State health department approval, there were no epidemics of serious illnesses in any camp and though the workers were inexperienced, there were very few accidents involving personal injuries.

Compared with the many thousands of workers mobilized in cities and nearby villages, the camp supply seems small. However, without the camp workers available at all times in strategic locations and

ready for work all of the time, much wastage of important farm products would have resulted.

The farmers of New York are well pleased with the 1943 results of the combined farm labor program operating under an efficient staff of Federal and State employees. I am sure they would recommend a continuation of the same type of State program in 1944.

FRIDAY, NOVEMBER 19, 1943.

THE FARM LABOR PROBLEM IN MINNESOTA

STATEMENT OF PAUL E. MILLER, STATE DIRECTOR OF
AGRICULTURAL EXTENSION

The CHAIRMAN. The next one we will hear is Mr. Paul E. Miller, director of the extension service of the State of Minnesota.

Mr. MILLER. I thought it might be interesting to the committee to know how the farm-help program has functioned in some of the individual States, because of differences in conditions, and I will confine my statement, very briefly, to the set-up as it has functioned in Minnesota during the past year.

Prior to the planting season last spring the most serious problem facing Minnesota farmers was that of farm labor. It loomed larger than machinery shortages, supplies, and other handicaps to all-out farm production. So serious was the situation that Governor Stassen called into conference all State and Federal agency heads who had any contribution to make to the solution of this problem and asked them to map a State-wide farm-labor recruitment program. At this conference I was requested, because of my position as director of the extension service, to head up a coordinated program and all agencies pledged their full cooperation. Following this meeting the Governor by executive order, named me as director of our farm-labor program and tendered the full cooperation of all branches of the State government. Later, Public Law 45 provided funds to accelerate the plans already under way.

The farm-labor problem in Minnesota is largely one of supplying assistance to the farmer on the family-sized farm to supplement his own labor and that of his family during the peak periods of crop production and harvest. Over 60 percent of Minnesota's 200,000 farmers normally employ help at some time during the year. With a very large number of the farm boys already gone into the service and into war industries before the deferment of farm workers was begun, and with the usual supply of transient seasonal workers—the hired men who came in the spring and left in the fall—largely diverted to war industries, it was estimated that approximatey 75 to 80 percent of our farmers would have to employ help during the past season. It also meant that the major portion of the farm help would have to come from within the resources of the local communities—the young businessmen, clerks, school youth, women, and all others who could be persuaded to contribute man-hours of farm labor.

To organize the State for such a program, we asked the chairman of the county board of commissioners in each county in our State to appoint a county farm-labor committee made up of representative farmers, farm women, and businessmen, to survey the over-all help situation in each county and to map out programs to meet these needs insofar as they could be met. One of their first steps was to appoint trade-center committees in each trade center in the county, also composed of businessmen and farmers, and they followed this with the appointment of volunteer placement officers in each trade center, through whom the farmers would channel their needs for help. The volunteer placement officers in turn, working through their committees, would attempt to get such assistance within the village or city insofar as it could be done. The farmers in taking these workers paid them the going wage.

The county agent was in charge of the over-all county program and, following the passage of Public Law 45, he had the assistance of a farm-labor assistant. Very largely they worked through the county and trade-center committees and volunteer placement officers. All together, there were 87 functioning county committees and 637 trade-center committees. During the season and up to November 6, 1943, a total of 100,027 farm-help placements had been made. The smooth functioning of these volunteer placement offices was the keystone of the whole placement program.

Nonfarm youth, both boys and girls, contributed greatly to the total number of placements made. During the season 29,237 youth placements were made, representing a total of 146,180 days of work. A total of 16,000 individual town and city boys and girls worked on Minnesota farms during 1943, including 2,061 from the city of Minneapolis. During October, through cooperation with local schools, these town youth alone picked 80 percent of the State's 24,000,000-bushel potato crop, which was the only way the crop could be harvested.

The State-wide plan of mobilizing local resources reaching into every corner of the State made it possible for Minnesota farmers to plant and harvest 17,271,000 acres of corn, grain, flax, potatoes, and hay. To assist them in getting labor to do this job, we were given an allotment of \$200,000 of farm labor funds, of which approximately \$100,000 will be unexpended on December 31. We used just half of the money allotted.

Now, we have a few large areas that produce sugar beets and canning crops that must have outside workers. In the past Mexicans have been used largely for this work. Supplementing this help, out-of-State workers and foreign nationals were needed by growers of the State's 92,300 acres of sweet corn—we raise more sweet corn in Minnesota than any other State of the Union—46,500 acres of peas, and 27,300 acres of sugar beets. We used a total of 1,057 such workers. There were Jamaicans and a few Bahamans brought into the State by the Office of Labor. These were in addition to the workers recruited by the canners and sugar-beet companies through their own recruitment programs. This number may need to be increased greatly next year

because of the difficulty these people are having with their own recruitment programs.

May I add that the Extension Service has had the whole-hearted support of every agency of the State and Federal Governments, the U. S. E. S., whose facilities were employed in 23 local-trade areas, schools, civic and commerce groups, and the press, both metropolitan and rural, in handling the intrastate labor program.

But I do not want you to think we pulled the farmers through.

I want to emphasize that all of this effort helps, but the real reason why Minnesota farmers came through this year was because they themselves worked longer hours and their wives and children worked side by side with them as never before. I want to say that the farm people in my State are tired this fall; they really are. Now they are busy converting the 1943 crop into milk, butter, eggs, poultry, hogs, and other needed food products, very largely, with their own help.

The job for 1944 looms larger, and the need for assistance will be greater. And I want to emphasize that the organization for this work should start immediately. Already we have about 200 classes in village and city high schools attempting to interest the boys and girls to work on the farms and to give them some orientation training before they go on the farms.

I also want to emphasize that the authority at the State level should be clearly defined and centralized insofar as possible in a single head. I think all of our people in Minnesota who cooperated in this program would agree to this statement. I am very sure that our farmers would.

Mr. TABER. Would you say that there could be some substantial saving and greater efficiency if the whole operation within the State was under the Extension Service?

Mr. MILLER. Well, speaking from our standpoint we virtually had that, because we used only a little more than a thousand foreign nationals who came in direct to the canning and sugar beet companies.

Mr. TABER. Did you take care of them after they landed in the State?

Mr. MILLER. No; we had nothing to do with them after they came in. I do think that the people who employed them would like to deal with one responsible head within the State. I know I speak for them on that point.

First we survey the need under the present set-up and then certify as to the needs for interstate or foreign workers. Then the employers deal with another agency in getting the help.

Negotiating with different agencies often leads to confusion.

For example, when we had the Jamaicans out in our State and when we were through with them they were sent out and a week later farmers were calling for help from another section, whereas if we had known they were needed before they were sent out that call could have been answered. I do not know whether it was the Office of Labor or our office that was responsible but we did have that situation.

Mr. TABER. Then if the whole thing had been under one head you would not have made that mistake?

Mr. MILLER. Well if I had, it would have been my responsibility.

Mr. TABER. And we would know who to look to.

Mr. MILLER. Yes, who was specifically responsible.

FRIDAY, NOVEMBER 19, 1943.

FARM LABOR PROGRAM IN ALABAMA

STATEMENT OF P. O. DAVIS, DIRECTOR OF EXTENSION SERVICE,
ALABAMA

The CHAIRMAN. Mr. Davis, director of extension service for Alabama. We will be glad to hear you, Mr. Davis.

Mr. DAVIS. Mr. Chairman, I will be very brief; I have only a verbal statement—nothing having been written for this hearing.

When Public Law 45 was being considered I recall saying to your committee that the extension service—certainly in my State—was not seeking the farm labor job but we were anxious to be just as helpful as we could if we were assigned the job by Congress, which was done.

The success of it is revealed by the fact that our farmers, in my State and other States, have done an excellent job in harvesting. There has been no waste of farm commodities because of a lack of labor; and I believe that the same is true in other States.

But, we have a bigger job in 1944. We are asked to produce more—that is, farmers are, and they have fewer workers. Estimates by some of the Government offices here say that the farmers consumed this year in producing and harvesting their crops and livestock products, more than 20,000,000,000 man-hours. They say they will need more next year, so the bottleneck in production on farms next year will be labor.

There is another fact that I want to emphasize. Our experience in Alabama (and I'm speaking only for my own State) is that one agency should handle the entire farm labor program.

We have had good cooperation all the way through, but there is too much procedure—too many steps to go through. In an application for soldiers to help harvest peanuts we had to go through the county office, then through my office, then an office in Montgomery, and two offices in Atlanta before it was finally ready for Washington, where three offices had to act. In other words, a total of eight offices, which, I believe, is too much for a job of that kind—certainly under war conditions.

I want to emphasize, therefore, that one agency should handle this. I do this based upon experience we have had during the last half of 1943.

Then there is another point that I would emphasize. It is the definition for farm labor which should be clarified. Mr. Ogg mentioned it in his testimony on that point. I have had other people talk with me about it. The definition of farm labor, as made by the Solicitor of the Department of Agriculture, is not accepted by everybody. Some accept a directive over congressional act. So the definition should be distinctly clarified by the Congress as final for all. I have talked with a number of directors of extension. I do not speak for anyone except myself, but all whom I have heard discuss it have said that they would be glad to handle the farm labor job again next year if Congress assigns it to them.

FRIDAY, NOVEMBER 19, 1943.

FARM LABOR PROGRAM IN MARYLAND

STATEMENT OF T. B. SYMONS, DIRECTOR OF EXTENSION
SERVICE, MARYLAND

The CHAIRMAN. Mr. T. B. Symons, director of extension service for the State of Maryland. We will be glad to hear you, Mr. Symons.

Mr. SYMONS. Mr. Chairman, I have no written statement. I came primarily to answer any questions the committee would like to ask. We, in Maryland, had a pretty competent State farm labor committee prior to the passage of Public Law No. 45. That committee had worked for 2 years previously in dealing with draft cases, at the State level; and we had committees dealing with the same cases on the county level.

I would like to say that we have had fine cooperation from all of the draft boards in the State of Maryland. By a competent presentation of evidence there has been substantial help through selective service agencies.

As you know, Maryland is a rather small State in area but it is very intensive in its production of truck crops. It has a labor demand that fluctuates up and down and at exceedingly critical times and in various areas of the State. We also sustained a very severe drought this year. While we felt that the problem was handled very satisfactorily, I must say that I do not think we would have been so satisfied had not the drought helped us from the standpoint of labor, primarily in canning our products. We had the acreage of tomatoes, beans, and other truck crops, but they were severely cut.

We have gotten through with comparatively very small percentage of loss, generally, except in one or two cases. But it was very evident from our experience that it should be up to your committee to decide who is to have control over this program, particularly in handling canning crops.

As you know, the United States Employment Agency is charged with recruiting labor for industry. On the face of it, that would seem to be logical, but when you get down to the county districts and the number of canneries—200 that we have—we have found a difficult problem to meet in supplying the demands of canners which, in a sense, is the demand of the farmers with 2 agencies working on it.

So I heartily endorse the recommendation of the farm bureau clearing up that issue. We anticipate in 1944 a much more difficult problem. A great deal of preparation must be made for the importation of farm labor in order to meet the demands of the canning crops. We feel that should be cleared up.

We had a very pleasant relationship with the Department of Agriculture and also with the Employment Service. We were fortunate in having about 2,000 Bahamians in our State most of the season. They saved our lives, so far as rendering service in the field was concerned.

We believe that the issue made by Mr. Miller and others—and also by Mr. Ogg and his recommendations for greatly improving the man-

agement of farm labor—should be followed out; and that we should put it under one authority in the State with responsibility for action. If it is the Extension Service we want it all or we want none in order to meet the issue and the demands upon us.

Our people are quite satisfied with the service that has been rendered during the past year. We have had some difficulty, of course. We have not been able to expend the money that you generously gave us because of the restrictions placed on it. I hope, as to the \$7,000,000 that is returned, that you will keep in mind that there is no provision for 1944.

In our State we placed about 100,000 farm workers. We conducted about 20 camps. But we have not been able to construct camps for 1944. Nor would we be able to buy equipment for movable camps which we feel is essential to meet the seasonal needs of a given season where beans are planted every day. Mr. Chairman, for reaping every day later in the season. There is a critical period of need in other cases, like tomatoes, sweet corn, and so forth.

So, taking it all in all, we would like to have the funds to furnish permanent equipment of camps and operate the same. We would also like to have authority to make advance arrangements by the importation of foreign labor due to the increased demands that undoubtedly will arise in 1944.

I shall be glad to answer any questions you gentlemen may have.

Mr. TABER. I want to ask you a couple of questions: I noticed that the cost of each placement that was reported to us in Maryland was 60 cents; in New Jersey it is 59 cents; in New York it is about \$2.30; in Ohio it is \$5; in Michigan it is about an even \$1; in Minnesota it is just a hair less; in California it is nearly \$3.

Mr. RABAUT. Is there a relationship between the number shown on that; does that involve the transportation cost?

Mr. TABER. This shows the cost of the extension farm-labor program. It might be of one kind, and it might be another, and there might be different factors, but I was going to ask if there was an explanation of this wide variation in the cost of placements in the State of Maryland, the cost of placements for workers which varies for the 48 States in the Union.

Mr. RABAUT. New Jersey was the lowest?

Mr. TABER. It was 1 cent less than Maryland. West Virginia is away up—\$6.50.

Mr. RABAUT. How many were taken into Ohio?

Mr. TABER. In Ohio, 34,600.

Mr. RABAUT. How many in Michigan?

Mr. TABER. One hundred and thirty-seven thousand.

Mr. RABAUT. One hundred and thirty-seven thousand placements?

Mr. TABER. Yes.

Mr. RABAUT. That is within the State?

Mr. TABER. That is operations within the State that these gentlemen had charge of.

Mr. RABAUT. And it is \$5 for within the State of Ohio?

Mr. TABER. Yes.

Mr. RABAUT. They must have had to take them for greater distances.

Mr. TABER. That I do not know. I was wondering why the difference.

Mr. RABAUT. How many were there for Ohio as compared with Michigan?

Mr. TABER. Ohio had 151,000—34,000 as against 137,000 in Michigan; with 137,000 placements. That would be about a dollar.

Mr. RABAUT. That is the answer; the more people the less the cost would be.

Mr. TABER. That might be.

Mr. RABAUT. I mean that may be a partial reason for it.

Mr. TABER. I was wondering if any of you gentlemen had an explanation of what might be a reason for the extreme variation in cost.

FRIDAY, NOVEMBER 19, 1943.

PLACEMENT OF FARM WORKERS

STATEMENT OF PAUL E. NYSTROM, FARM LABOR SUPERVISOR,
EXTENSION SERVICE, MARYLAND

Mr. NYSTROM. Mr. Chairman I think I might possibly give you one explanation concerning the variation in making these placements.

Where a man had been working continuously on one farm during the whole summer you would have one situation and the cost of the placement per man would be less than it was where a man worked 1 week on one farm another week on another and another on a third farm. With the same number of workers in an area where you have small farms, truck crops, where they are only needed for a short period and the same workers were placed over and over again, there would be less cost per placement.

Then another factor is the relative size of the camps operated by the same amount of overhead, with a 400-man camp the cost for placement would be much less than it would be for a camp of only 50 where you had approximately the same amount of overhead.

Mr. SYMONS. I should like to inquire if these figures are based on the total allocations to the States.

Mr. TABER. The basis of this report is the total expenditure of the allotments to the States.

Of course, there might be a larger supplemental appropriation in some States, locally, than others, which would also be a factor.

Mr. SYMONS. And I think the camp program is one of the factors.

Mr. TABER. Possibly it is a big factor, the camp program.

Mr. SYMON. I think so.

Mr. TABER. You have had quite an extensive camp program.

Mr. SYMONS. We had 57 farm labor camps; 40 of these Extension-operated.

Mr. TABER. Forty financed with the existing law and the others were financed by whom?

Mr. SYMONS. Five or six by the Office of Labor, and another one by the State council.

Mr. TABER. There were quite a lot of private camps, a good many private camps of the type that you referred to.

Mr. SYMONS. Yes. There were 57 all told; we had 40; the War Council had one and there were five or six operated by the Office of Labor.

Mr. TABER. There were probably 50 more camps that were operated by private funds?

Mr. SYMONS. Not so far as I know. Those were including the camps that we know of in the State, which totals 57 camps; those were all the camps that I know of out in the States last year. There were additional private camps operated by individual farmers.

Mr. TABER. And how many of those were yours?

Mr. SYMONS. Forty of the fifty-seven.

Mr. TABER. And how many of the Office of Labor?

Mr. SYMONS. Five or six.

Mr. TABER. That is 45; that would only leave 12.

Mr. SYMONS. And one by the War Council.

Mr. TABER. That would leave 11. I know of 4 in my district.

Mr. SYMONS. There may have been other camps, but we had no official relation with them, and we did not make any placements from the private camps operated by individual farmers.

Mr. OGG. While I have not studied those figures there is another important factor and that would be the size of the State in which they would have to operate, the distance workers would have to be moved. I note in West Virginia and in Maryland the cost for transportation—

Mr. TABER. West Virginia has a very high cost. Maryland has a low cost.

Mr. OGG. Yes; Maryland has about the lowest cost, but the costs are much more in the larger areas where there would be greater distances and probably the expense of making placements would be more than where the area is—

Mr. SYMONS. The Bahamans that were brought in and placed in Maryland were at a camp on the Eastern Shore and they remained there during the year.

Mr. TABER. I see.

Mr. SYMONS. And then they were moved over to Washington, which is a bagatelle compared to the distances in New York and some of the other States.

Mr. TABER. I expect that is true.

Mr. SYMONS. I was thinking perhaps it was due in part to the transportation costs.

Mr. TABER. Do any of you gentlemen—and I appreciate that one of you have not as yet been heard—but do any of you gentlemen have any suggestion to make as to how the program could be operated more efficiently and perhaps with less expense?

Mr. SYMONS. We have the recommendation—I believe the recommendation made by Mr. Ogg would accomplish just what you have in mind.

I may say that I have not seen the figures, but I think that would be true.

Mr. RABAUT. Before we leave that I would like to ask Mr. Symons a question at this time.

Mr. SYMONS. Yes.

Mr. RABAUT. A few moments ago we had a representative from the State of California here.

Mr. SYMONS. Yes.

Mr. RABAUT. And he made quite an impression upon me by saying that the State of California, as I recall the figures, contributed about \$1,800,000 to this activity. Now what have you done in Maryland; what have you put into it?

Mr. SYMONS. The State of Maryland made no direct appropriation for this year's activity, with the exception of about \$4,000.

Mr. RABAUT. And how has it been done in the State of California; do you know if there were any other States?

Mr. PARKER. I think other States made contributions.

Mr. RABAUT. What States, if you recall?

Mr. PARKER. Connecticut, I believe, was one of them; New York was one; I do not remember offhand the others.

Mr. SYMONS. You refer also to the use of State facilities?

Mr. RABAUT. Yes.

Mr. SYMONS. The regular State appropriations previously have been made to the Extension Service, but I think you are referring to the specific labor appropriation.

Mr. NYSTROM. I might add that was because we suffered a drought in 1942, and a loss of production.

Mr. RABAUT. Do not apologize; that is right down the alley.

Mr. NYSTROM. I mean I am hopeful that other States do not have to meet what we had to go through.

Mr. SYMONS. With respect to the camps in New York; We asked for \$128,000 for 30 camps, and we had 10 more than we estimated for. However, I think we are going to return fifty or sixty thousand dollars on the total allocations for the entire farm-labor program, including camps.

Mr. RABAUT. Was that charged against your farm program?

Mr. SYMONS. Yes.

Mr. RABAUT. That was included in the cost per worker placed?

Mr. SYMONS. Yes.

Mr. NYSTROM. In that connection I just want to say that in some counties the commissioners from the county voted an appropriation. I know in one county the commissioners appropriated \$10,000; two others in which they appropriated \$4,000 each.

Mr. RABAUT. Where is that?

Mr. NYSTROM. Montgomery County, Baltimore County, and Queen Anne County, Md.

SAVINGS AS RESULT OF PLACING LABOR RECRUITMENT SERVICE IN THE EXTENSION SERVICE

Mr. LUDLOW. Mr. Chairman, I would like to ask Mr. Ogg one or two questions, if I may.

Mr. OGG. Yes.

Mr. LUDLOW. I am sure the committee is very much impressed by your suggestion, and I believe since the situation was endorsed by all of the others, if not practically all of the gentlemen with you regarding streamlining the farm-labor recruitment service and carry-

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ing it into the Extension Service, I want to ask your judgment as to how it would affect the estimates before us included in the item here of \$39,000,000.

What is your thought about how much of a reduction in the cost of this operation would result, in addition to increasing the efficiency which would be brought about if it is brought together under the Extension Service?

Mr. Ogg. Mr. Ludlow, I have given that some study and I have discussed it with these gentlemen here since they came to the city, as they are very familiar with the situation out in the States. We have not been able as yet to arrive at an exact estimate because of the lack of time to go into all of the details. We know about what the program assigned to the Extension Service is going to cost, but as we have observed, the biggest cost is in the other set-up.

Mr. LUDLOW. The labor end?

Mr. Ogg. Yes; the part handled by the Office of Labor. So far as transportation goes, we know that is very costly. I would say personally—and I would have to go into this more thoroughly and this is just my own opinion made offhand and based on a very hasty consideration, that from what study I have made of it myself if this program we have recommended here today is carried out, it could effect a saving of at least \$5,000,000, and possibly several million dollars more than that.

May I make this suggestion, if the committee thinks it would be helpful to them, that while these gentlemen are here in the city—I know I will be glad, so far as I am concerned, to cooperate in the matter, I believe that they would be able to go over this matter, and give you a budget, as they did last spring. I think they would be willing to do that, if you asked them to do so, and before a budget that would carry out the recommendations we have proposed here. I believe that in a reasonable time, we could show you there would be a very substantial saving, possibly in an amount somewhere in between five and ten million dollars.

Mr. LUDLOW. Mr. Chairman, I think it would be very helpful to have these gentlemen submit to the committee such a budget, and I suggest that we make that request of them.

The CHAIRMAN. Without objection that will be done.

Mr. LUDLOW. There is one other question. Could you do this under the existing personnel of the Extension Service or would it mean a considerable elaboration of Extension Service personnel?

Mr. Ogg. I would rather leave this question for these gentlemen representing the Extension Service to answer as they are better qualified to answer it. I do not think it would require any elaboration of the personnel at the Washington level. I think it would require a reduction of the Washington personnel and of the field personnel in the Office of Labor. In other words, if that Office's duties were confined merely to going into Mexico, Jamaica, and so on, and getting the workers and bringing them over here and turning them over to the extension services in the States and then to take them back when they are no longer needed they would only require a small staff of men. It seems to me that would very greatly reduce one of the largest items in the administration and operation of that program, which could be met and handled out in the field. That is one of the big items.

Another big item is that of the Office of Labor for operating these camps. If you put them all under the State extension services the operation and management expenses could be cut very materially.

Mr. LUDLOW. For my own part, Mr. Chairman, I would like to have Mr. Ogg submit to us some definite figure as to how the program, if reconstructed for this service, would be reflected in changes of personnel and costs.

Mr. OGG. I will be glad to do that.

Mr. RABAUT. I wanted to ask you a question or two about this: In the first place, you have two services at the present time.

And, incidentally, Mr. Chairman, I wanted to extend my remarks in the record; I went on the floor a moment ago; that is why I was out of the room. I am interested in this subsidy bill.

Now you have two services; you have the Labor Department.

Mr. OGG. The Office of Labor.

Mr. RABAUT. And the Extension Service.

Mr. OGG. Yes.

Mr. RABAUT. The Extension Service is composed of the extension services in each State.

Mr. OGG. Yes.

Mr. RABAUT. The States set up the Extension Service, and they have a very small Federal office in the Extension Service.

Mr. OGG. Yes.

Mr. RABAUT. You could not very well expect the small Federal office of the Extension Service to do the work that is now being done by the Office of Labor.

Mr. OGG. No. I think perhaps you must have misunderstood my reply.

Mr. RABAUT. I am thinking about the expenses that have been mentioned in connection with the Office of Labor, for instance.

Mr. OGG. Yes.

Mr. RABAUT. If you are going to transfer that personnel to the Extension Service then you are just going to remove personnel from one place to another.

Mr. OGG. That is not our recommendation.

Mr. LUDLOW. Quite the contrary.

Mr. OGG. We have recommended the transfer of the functions and the duties. We did not suggest the transfer of the same amount of personnel or the same amount of funds that are now being expended because we believe that if the functions and duties of the Office of Labor are transferred to the Federal Office in the Extension Service, and if the duties are reduced as I have indicated the Federal Extension office could handle this work with very few workers and a small staff here in Washington as compared to the present considerable staff now in the Office of Labor.

Mr. RABAUT. In other words, you think that the staff, that is, the staff of the Office of Labor is very heavy for the amount of work that is being done for this program?

Mr. OGG. That is my judgment.

Mr. RABAUT. That would be something to consider.

Mr. OGG. I think the total number of employees, the total expense for personnel would in my judgment be very much less than the aggregate under this program you have before you.

Mr. WIGGLESWORTH. How much personnel is engaged in this Office of the Labor Division of the W. F. A. now?

Mr. OGG. I could not give you the exact figure. I assume they can give it to you exactly.

Mr. Chairman, may I ask that we have access to the studies the committee has before it in making up our presentation?

The CHAIRMAN. Yes.

Mr. OGG. I want to express the appreciation of these gentlemen and myself for the courtesy extended to us in this appearance and for the generous amount of time you have given to us.

TUESDAY, NOVEMBER 30, 1943.

WAR FOOD ADMINISTRATION

STATEMENTS OF HON. MARVIN JONES, WAR FOOD ADMINISTRATOR; M. C. WILSON, CHIEF, INTRASTATE LABOR BRANCH, OFFICE OF LABOR (DEPUTY DIRECTOR OF EXTENSION); COL. PHILIP G. BRUTON, CORPS OF ENGINEERS (DIRECTOR OF LABOR); HENRY G. HERRELL, EXECUTIVE OFFICER, OFFICE OF LABOR; AND R. W. MAYCOCK, ASSISTANT DIRECTOR OF FINANCE

HON. D. LANE POWERS

The CHAIRMAN. Before we proceed with the hearing, permit me to say we are glad to have with us, as a member of this subcommittee, the gentleman from New Jersey, Mr. Powers, whom, on the recommendation of Mr. Taber, the ranking minority member of the committee, I have appointed as a member of the subcommittee to succeed the late member, Mr. Ditter.

Mr. POWERS. Thank you, Mr. Chairman. I am very happy to be a member of the Deficiency Subcommittee.

The CHAIRMAN. We are glad to have you.

PROPOSALS TO TRANSFER FARM-LABOR SUPPLY FUNCTIONS FROM OFFICE OF LABOR TO EXTENSION SERVICES

The CHAIRMAN. Now, Mr. Administrator, we have several recommendations here in connection with the farm-labor program for 1944. The first is that the Office of Labor in the War Food Administration be abolished and that its functions be transferred to the Federal Office of Extension. The claim is made it would reduce the amount for departmental expenses from \$730,000 to \$400,000.

We would be glad to have your views on that.

Judge JONES. Of course we are going to use whatever instruments are furnished to us by the Congress, and you gentlemen have the determination of that. I doubt whether an organization that starts out anew could perform the task more cheaply than one that is already organized and has had the benefit of several months' experience.

This is a good deal different from what has been done heretofore. We are importing labor and shifting it from State to State.

It is somewhat new and you have to learn the "how" of doing it.

Now, I have nothing against the extension services. I helped with legislation which broadened the scope of their activity. I think they can do most anything, but I doubt whether they could handle this phase of the program any more cheaply and I doubt whether they could do it quite as successfully as the present organization. They are largely State organizations. The foreign and interstate activities involve the transfer of labor from State to State, and must be handled by a central organization. The Director of Extension cannot give the States direction to do anything. They usually cooperate, but each of the 48 States would have to agree that their extension service should accept the new obligations proposed. Perhaps you can find a way around that; but suppose half a dozen States did not accept, or just sat down and held the labor? Under the present system, when the foreign and interstate laborers are not needed in a particular State, they are transported to another State where they are needed to save food.

Suppose under the proposed plan the State extension director of a State, controlled by that State, should say, "Well, we may need this labor ourselves 30 days from now; let us keep them here." You can see the difficulties that might arise.

The agreements with foreign countries respecting the importation of labor must also be considered. If you change the system, it would probably be necessary to go back and change the contracts. The plan of operation followed by the various extension services would have to be woven into agreements with the foreign countries, and each of the States would have to agree to undertake the obligations. I would hate to see the problems incident to handling foreign and interstate labor unloaded on the Extension Service. And I say that as a friend of the Extension Service.

This is purely a wartime activity which has many problems and worries connected with it. As you know, there was a terrible howl last spring about the shortage of labor on the farms and we did have tremendous problems. A fair job was done in meeting those problems.

When perishable commodities get on the assembly line, there is a situation which cannot wait while one State organization is determining whether or not they will permit labor to move elsewhere to meet an emergency need or whether they will release certain mobile camps that might be needed in the other State to house this labor.

Considering all these things I would hesitate at this time, when the war is going pretty good, to change the whole system and turn it over to another agency that would have to set up a new organization and secure personnel for the work. The Extension Service is a fine organization and might be able to handle the job, but it seems to me that such a change is inadvisable at this time.

The CHAIRMAN. The recommendation is also made to transfer all funds for maintaining, operating, and providing camps for interstate and foreign labor to the State extension services and cut the amount from \$8,186,374 to \$4,000,000.

To abolish the field offices of the Office of Labor of W. F. A. and transfer the duties to the Federal Office of Extension and the State extension services, and reduce the amount for field administrative expenses from \$3,491,905 to \$2,000,000.

Judge JONES. The other witnesses who are familiar with the budgetary details will furnish you information regarding the reduction in expenses which it is claimed would result from this change.

In any event, I believe it would be unwise to place these obligations on the extension services. The proposal represents a radical departure from the type of work which they have successfully carried on and which I would like to see preserved through the years.

I have already pointed out some of the difficulties and complications that are involved. County agents are overworked at the present time and I do not see the wisdom of adding new duties which are outside their usual line of work, especially when the present plan is working fairly well.

The county agents have been doing a fine job in recruiting and placing labor in the local areas with which they are familiar, and of course we want them to continue that work.

Mr. WOODRUM. That is just about your answer to all of these inquiries, is it not, Judge Jones?

Judge JONES. On this particular thing?

Mr. WOODRUM. Yes.

Judge JONES. Yes. I would not undertake to change this whole thing. I think a fine job has been done, generally speaking; some mistakes have been made.

The CHAIRMAN. They also recommend the transfer of the amount for payment of guaranty payments to the farm workers from the Federal to the State extension services. You have in effect discussed that.

Judge JONES. Yes.

The CHAIRMAN. They recommend the transfer also of the amount for health and medical services to the workers in camps for foreign and interstate workers from the Federal to the State extension services, and reduce the sum from \$1,814,000 to \$900,000.

They recommend the transfer of the amount for payment of transportation of domestic interstate workers from the Federal to State extension services.

They recommend authorizing the War Food Administrator to make contracts with the various State extension services to act as agents of the Federal Government in carrying out agreements with foreign governments made by the Federal Government with respect to the imported workers to the extent necessary to carry out these recommendations.

Also to authorize the State extension services to negotiate directly, individually, with the War Department for use of prisoners of war and troops, instead of through the War Food Administration via the War Manpower Commission, as is now the practice.

Also, by these changes, to reduce the amount of the budget of the War Food Administration administered directly by the Office of Labor by \$6,908,354, and make \$3,000,000 of this reduction available to the Office of Extension as an emergency fund, for allocation to State extension services to cover contingencies in connection with carrying out these recommendations.

Have you any further comment to make, Mr. Administrator?

Judge JONES. I am not as familiar with some of those details as the other witnesses, but we are required to provide the health and medical services to the foreign workers. Frequently the foreign workers

are in the same camp with or in close proximity to our own interstate laborers. If medical care is provided for the foreign group but denied to our own workers in the same camps, it seems to me that it would cause trouble. I would not like to bring a fellow from the Bahamas and give him health and medical services and not give them to the fellow who moves from Tennessee up to New Jersey or from Pennsylvania to Colorado. Of course, the wisdom of doing that is for you to determine.

Mr. LUDLOW. We have to give that service under the contracts, do we not?

Judge JONES. Yes; and it seems unfair to give it to them and deny it to our laborers.

The CHAIRMAN. As I understand it, they recommend a medical examination be given interstate and foreign workers at the point where they are recruited, and then they take the position that, except for foreign labor where we are bound by international agreement, these people receive the prevailing wage and they are as able to pay for their own medical service as the local people who are working in the same field with them and who pay for their medical services.

Judge JONES. If I am wrong about this, these gentlemen can correct me, but I assume there are services, such as medical services, that the contracts with the foreign governments require. Is that correct?

Colonel BRUTON. That is correct.

The CHAIRMAN. Are there any questions?

Mr. O'NEAL. Judge, as I understand, you feel the present method is the better method of handling this, rather than to make a change to this new suggested method?

Judge JONES. Yes; I would prefer to continue as at present. I would not say it is necessarily a better method, but it has proved to be successful, and I would not take a chance on a change. I still think the extension services can do nearly anything they undertake, but I think it would be unfortunate if they had to go out and build the organization to do it at this time.

Mr. O'NEAL. Your suggestion would be to continue this as it is now?

Judge JONES. It would.

Mr. O'NEAL. I would like to ask, are the States putting up any money for this work, except California?

Judge JONES. I understand California puts up \$1,800,000. I do not think many of the others do.

The CHAIRMAN. I think that has already been covered in the hearings.

Mr. O'NEAL. It is a gratuity, in other words, to all of the States, practically?

Judge JONES. Yes.

Mr. O'NEAL. Except to California, and maybe a few others?

Judge JONES. Money under this appropriation is also paid to California. It is an allotment to the States from Federal funds.

Mr. RABAUT. I just want to say I am pleased to have the judge come up here, and I feel as he does about it.

Mr. JOHNSON of Oklahoma. I do not have any questions to ask the judge. I wish to say I agree with him wholeheartedly. I just

cannot understand how 48 different extension services could do this particular job. I am strong for the extension service, but I do not see how they could do this.

The CHAIRMAN. Are there any further questions?

CAMPS NOW MAINTAINED BY EXTENSION SERVICES

Mr. TABER. I do not just understand the idea of having two sets of people operating these camps in one State. I can see something to the idea of the control over these interstate workers that you move, and I can see something to reserving the right of the Federal authorities to decide on when and where to move them; but, frankly, I am unable to fathom the reason why we should have two sets of people controlling the camps.

Judge JONES. I do not understand that is true of the camps for foreign and interstate labor. I understand there are 151 camps—107 of them are portable camps and all of the new ones will be portable camps which can be shifted with the labor from place to place. None of the camps for foreign and interstate labor, or, at least, no appreciable number of them, are under the control of the Extension Service; is that correct?

Colonel BRUTON. Not the ones you just mentioned. The Extension Service have charge of a number of camps as such that they have been running for special groups—for the women's land army, the Boy Scouts, and other civic organizations.

Judge JONES. It is for the local people where they run them; that is the reason.

Colonel BRUTON. It is a different type of camp and a different type of camp operation.

Judge JONES. I am willing to accept the most practical plan for handling the labor camps. Most of the camps for foreign and interstate labor are portable camps which are moved along with the labor. If the Extension Services were placed in charge of the camps, they would have to get experienced people for handling the somewhat complicated operations that are required. I do not believe that Extension Service is equipped to engaged in that type of operation now and it would be difficult for them to set up the new organization they would need.

Mr. TABER. But the local fellow can find that kind of help better than the fellow who comes in from the outside.

Judge JONES. Frankly, that is true; I have found it is true. It is very difficult right now to find the kind of people that are needed.

Mr. TABER. The very bringing in of people from the outside who just do not know the local picture means an increased cost in all directions.

Judge JONES. I will admit that is frequently true. At the same time, to successfully operate a transient camp that has to be moved from State to State the personnel usually has to move with it.

Mr. TABER. The most of them do not move the camps with the most of them. They might with some of them, but not with the most of them.

Judge JONES. That may be true. I just have not had a chance to get out and see them and I have to rely on the information furnished me.

Mr. TABER. I live in a territory where they have both types of camps. That is the reason I feel as I do, that I believe we would obtain better results by having one outfit and by having the local outfit in control of the camp picture.

Judge JONES. The main thing that disturbs me about that is the grief that would be given the Extension Service in handling those things. But if it is decided it is necessary for them to have all camps, let them have them.

Mr. TABER. This whole picture is grief.

Judge JONES. I know that.

Mr. TABER. There is no glory in it for anybody, not even for Congress.

Judge JONES. If you have finished, I would like to be excused to appear at another hearing. I will come back, if you wish me to.

The CHAIRMAN. There are just two more.

Mr. WIGGLESWORTH. As I understand it, you got Mr. Jones up here rather cold, and I would just like to ask whether he has talked this matter over with the Extension Service, or the representative of that Service?

Judge JONES. I talked to M. L. Wilson yesterday briefly about it. He is the only one in the Extension Service with whom I had a chance to talk.

He had to be out of town today but is represented here by Mr. M. C. Wilson. Mr. M. C. Wilson will speak for the Extension Service on the matter.

Mr. WIGGLESWORTH. We had several of them here before us, and they gave me, anyway, a different impression.

Judge JONES. I have heard that some of the State extension directors want this change while others do not. I cannot speak for them.

Mr. WIGGLESWORTH. If you felt we could save several million dollars by adopting a part or all of this—

Judge JONES. And get the job done just as well, I am for it.

Mr. WIGGLESWORTH. You would not oppose it, would you?

Judge JONES. No, sir. I am for getting this job done the best way possible and at the least expense. Before I would favor any change, however, I would have to be pretty definitely assured that the job could be done in that way; that it was just not someone's whim that it could be done on that basis. It is just a practical, hard-headed job that has to face the brunt of many kicks and cuffs from every side, and you just ought to be sure before making a change.

Mr. WIGGLESWORTH. We made some radical changes at the outset in setting up this plan from what was recommended, and everybody seems to agree that the results accomplished have been beneficial.

Judge JONES. I think so.

Mr. WIGGLESWORTH. The question is whether we can accomplish further beneficial results by adopting a part or all of this plan.

Judge JONES. You gentlemen have the final say on that. Whatever you assign to us, we are going to do the best job we can.

The CHAIRMAN. Are there any further questions?

Mr. POWERS. No questions.

The CHAIRMAN. Thank you, Judge.

Judge JONES. Thank you.

ADEQUACY OF PRESENT ADMINISTRATION OF AGRICULTURAL LABOR CAMPS

The CHAIRMAN. Now, Colonel Bruton, the committee has submitted to you the proposition as outlined on page 258 of the hearings. I believe you have that before you. You are familiar with all of the

detrails of it and we would be glad to have any statement you care to make in that connection.

Colonel BRUTON. I am sorry that I am not very familiar with the details of the proposition, Mr. Chairman. I have been sick in bed the last few days and have only had a chance to look it over hurriedly this morning for the first time. However, Mr. Herrell has given considerable study to the financial statement.

I would like to stress as strongly as I can that the operation of these agricultural labor camps, particularly those for foreign labor, requires a large amount of administrative and paper work in connection with keeping track of guaranties made to these workers, particularly that of 75 percent employment. This requires making extracts from the growers' pay rolls and posting cards on each individual worker and for each individual grower for that purpose. From these cards is computed the pay-roll deductions that are made for forwarding to the foreign governments. This is important and has to be accurately as well as currently kept up to date. To set the program up to operate independently within each State would complicate the problem immeasurably. I desire to make it perfectly clear that I have no interest in this program except to see it set up in the most efficient manner. I am and have been a member of the Corps of Engineers of the Regular Army for 26 years, and that is where I most desire to serve. I have been looking forward to the completion of the plans and organization of the farm labor program for next year so I can return to military duty. The Secretary of War has recently requested Judge Jones for my return, but the judge has asked for and received approval of my continued detail for the present.

This program has just now really gotten to the point where, for next year, it can go ahead without too much difficulty and with the elimination of a great many of the headaches we have had during this last years. So I am sincerely hoping that there will not be another reorganization.

As far as the funds are concerned, Mr. Herrell has gone over the proposed budget in some detail, and Mr. M. C. Wilson has analyzed the proposal also, from the standpoint of the Extension Service.

Mr. Chairman, I do feel very strongly that all of the funds that the Bureau of the Budget has asked for on the Federal side will be needed by whatever type of organization is set up to handle the program. I do not see how any savings can be made, particularly by a set-up on a State basis. I feel it might even cost more. Whoever gets the job should not be given less.

Mr. LUDLOW. You do not think there would be any economy in this thing at all, then?

Colonel BRUTON. I think it might cost more, not less. As I say, I have not had a chance to study the budget in detail, but I just do not see how you can reduce cost by breaking the administration of all of those camps down into 48 State areas, particularly the type of camps in question that must move from State to State, involving the turning over of records and property at each State line. This is especially true on the eastern shore, where you may move into a State and out again into the next State to the north within a 30-day period.

Mr. M. C. Wilson has analyzed the budget from the Extension Service angle, and I am going to ask him to give his views.

INADEQUACY OF PROPOSAL FOR WASHINGTON ADMINISTRATION OF FARM PROGRAM

Mr. WILSON. I have gone over the estimates as they appear on page 258 rather carefully and have a number of comments to make.

Taken in order, the first item listed is \$400,000 for Washington administration of the entire 1944 farm-labor program. I cannot see how the Washington administration could be handled for that sum. The estimate is predicated, apparently, on the assumption there would be no administration involved in connection with the \$12,474,000 item for transportation of interstate and foreign labor; and just the accounting work in connection with that item alone would be tremendous, because it involves all of the relationship with the railroads and other transportation agencies, the adjustment and clearance of transportation requests, and no end of other related details.

I have again carefully reviewed our set-up from the Extension standpoint. We have operated this year with, I think, a minimum of personnel. I do not see how it would be possible to handle the intrastate relationships with the State extension services on intrastate aspects of the farm-labor program, with a smaller set-up. Just to maintain that minimum set-up on a 12-month basis, instead of on an 8-month basis, will cost around \$225,000.

The Solicitor's office, which performs a very important function in connection with various legal angles of the farm-labor program, will require about \$400,000.

There is certain over-all information service work, such as preparing publications, relationship to O. W. I. in connection with the various campaigns, and other similar activities on the Federal level necessary to support the recruiting of intrastate labor. The sum of about \$16,000 will be required for that. The over-all printing of administrative forms and certain promotional material would cost around \$50,000.

At the present time I understand that practically of the accounting for the labor office is being done by the over-all Budget Office of the Department and by the regional field offices. In 1944 it will be necessary to set up an accounting office on the Federal level. I do not know what that would cost, but I think \$100,000 would be an absolute minimum to take care of all of the accounting of expenditures involved in this appropriation, including the \$12,474,000 for transportation.

Certainly the job of post-auditing the expenditures by the State colleges will be somewhat larger. I think you should allow \$50,000 there.

Mr. RABAUT. You think it will cost more?

Mr. WILSON. Than at present?

Mr. RABAUT. Yes.

Mr. WILSON. A transfer of functions is involved. At the present time a considerable proportion of expenditures is handled through the regional offices of labor. If they are abolished, as suggested, then more of the fiscal work will fall upon the State colleges. They would have a heavier accounting load. The Federal Extension Service has the responsibility for doing a certain amount of post-auditing of State extension service expenditures to insure that Federal funds were expended in accordance with administrative regulations and the Farm Labor Supply Act.

The administrative angles of the foreign labor would, I think, cost around \$200,000.

These items total \$68,000, which is within the general 2-percent limitation on administration expenses carried in Public Law 45. I am sure those experienced in administrative matters will all tell you that 2 percent is a very low figure on Federal administration of a program of this kind. The usual figure is around 3 to 3.5 percent.

In addition to the specific items I have listed, there are other factors which should be considered. One is the apparent backlog of work in the current year's operations of the interstate and foreign program that would have to be taken over by whatever agency operates that part of the program next year. This would involve added administrative cost at the outset, even if, in the long run, there might be some saving in Federal administration by having the program all handled by the Extension Service.

So much for the first item.

DISCUSSION OF PROPOSALS FOR BUDGET FOR STATE EXTENSION SERVICE

NEED FOR TRANSPORTATION ALLOWANCES FOR FOREIGN WORKERS

Then we come to project No. 1. The first four items total \$10,300,000, the same as was estimated by the Bureau of the Budget. No allowance has been made for the transportation of foreign workers by State extension service. The money for that is left on the Federal side.

Mr. TABER. Where do you say there is no estimate for that?

Mr. WILSON. Under the \$10,300,000, the original recommendation of the Bureau of the Budget for payments to States. That item covers only transportation for intrastate workers and for transportation within the confines of the State of workers recruited for interstate movement. Of course that oversight can be remedied by allocating to the States some of the \$12,474,000 listed below to take care of Transportation of foreign labor. That would need to be considered in connection with the apportionments to the States.

OPERATION, MAINTENANCE, ETC., OF LABOR CAMPS

The item for the construction, operation, and management of farm labor supply centers and feeding of workers has been reduced from around \$8,000,000 to \$4,000,000. That reduction I take it, is very largely in construction of new camps and the operation costs of such new camps. We should realize fully that that means the elimination of all new construction, and a corresponding reduction in the number of farm labor supply centers to be operated.

There will probably be some saving in the operation of all camps under a single agency. That might release some money for new construction, but the amount would be relatively small.

RESERVE FUND FOR FEEDING OF WORKERS

The fifth item is the revolving fund for feeding workers, and there is no change in that.

On the State side the total of the various items is \$16,325,000: A reserve item of \$3,000,000 brings the estimate to the State Extension

Services to \$19,325,000. No specific provision has been made to cover two important items which must be considered.

NEED FOR INFORMATION SERVICE TO SELECTIVE SERVICE

One is the question of supplying information on agricultural deferrees to Selective Service, and the other is the question of recruiting and placing of canning and processing labor.

PROBLEM ATTACHED TO APPLICATION OF PROGRAM TO LABOR IN CANNING AND PROCESSING PLANTS

It has been recommended that the definition of agricultural labor be broadened to include labor in canning and processing plants. No provision has been made here for any allotment of funds to the States to handle this added function. The \$3,000,000 reserve fund would be more than offset by the cost of taking care of those two new functions. That would mean in reality no reserve fund at all.

DISCUSSION OF PROPOSALS FOR BUDGET OF FEDERAL OFFICE OF EXTENSION SERVICE

REDUCTION IN FIELD SERVICE

If we move down to project No. 2, the first item for field service represents a reduction from \$3,491,000 to \$2,000,000. I assume there will probably be some saving there if the regional offices of labor are abolished and there is a division between the States and the Federal Government of the responsibilities formerly performed by those regional offices.

I am not sufficiently familiar with all the paper work required in connection with the labor brought here from foreign countries to pass judgment on the adequacy of this \$2,000,000 item. I am familiar in a general way with what is involved, and I realize the work is tremendous.

I am not sure that \$2,000,000 would be sufficient to take care of all of that, particularly in view of the backlog of work that apparently has accumulated this season, when it has been extremely difficult to get adequate clerical help to handle it.

REDUCTION FOR HEALTH AND MEDICAL CARE

I think the next item remains as it was in the Bureau of the Budget estimates, but "Health and medical care" has been reduced nearly one-half, from \$1,814,000 to \$914,000. That, I think, is a reduction in both the character of service and the extent of coverage. That is purely a matter of policy, which this committee will need to decide. It is largely a matter of policy in connection with the extent of coverage. The California director of extension has wired in that he feels the amount for medical care is too low, in the light of their experience this year. Of course, California has had a very large part of the total number of foreign workers imported under this farm-labor program.

Mr. TABER. Could you give us, offhand, a statement showing how much has been spent this year on medical care? Could you give us that offhand?

Mr. HERRELL. I would estimate that the medical program this year will cost \$1,696,000.

Mr. TABER. That is for 1943.

Mr. HERRELL. Yes, sir.

Mr. TABER. How much has actually been spent, up to the last date for which you have the figures?

Mr. HERRELL. Payments are made to the medical associations, under the authority of the War Powers Act, in advance of the rendition of services. Payments are made on a quarterly basis, and at the end of the quarter the medical associations furnish us with statements of costs of services rendered, and adjustments are then made in the amount to be paid for services in the ensuing period.

Mr. TABER. How much has been advanced?

Mr. HERRELL. May I furnish that for the record?

Mr. TABER. Can you not give us a pretty close figure?

Mr. HERRELL. As we are in the last quarter I assume that substantially all of the payments have been made.

Mr. TABER. You ought to be able to tell pretty close to the mark about what the cost would be, because the last quarter advancements must have been made.

Mr. HERRELL. I can tell you what it has cost through the third quarter.

Mr. TABER. Can you not tell what the fourth quarter advances will be?

Mr. HERRELL. Yes, sir. I can furnish the exact status on a current basis.

Mr. TABER. If we are going to have something that we can rely on we should have it.

Mr. HERRELL. That will be made available immediately.

(The information requested follows:)

Subproject 2 (d)—Health and medical services

[Source of payments made, by quarters, for health and medical services rendered in the farm labor program 1943. (See explanatory comments below.)]

Calendar year 1943	Farm Security Administration funds	Farm labor supply appropriation	Total
First quarter	\$251,275	\$251,275
Second quarter	330,890	330,890
Third quarter	432,507	\$220,000	652,507
Fourth quarter	456,000	456,000
Total	1,014,672	676,000	1,690,672

NOTE.—The health associations organized for the purpose of rendering this service had formerly operated under funds made available by the Farm Security Administration. At the beginning of the third quarter of the calendar year 1943 the entire labor program was transferred to the Office of Labor. No authority is contained in Public, 45, for the making of grants so it was necessary for the associations to set up, out of the remainder of funds made available by the Farm Security Administration, an average of \$30,000 for each of the 7 associations, special reserve accounts approximating a month's operating expense. This is the reason for the apparent disproportionate rate of obligations during the third quarter. The sum so reserved less any costs of liquidation of the associations would of course revert to the Treasury at the end of contractual relationships between the Government and the associations.

The actual expenditures for services rendered during the first 3 quarters and the estimated obligations for the fourth quarter approximate \$1,480,000 for the year. This sum together with reserve fund required, equals the \$1,690,672 paid to the associations.

The rate of obligations has been increasing by quarters due to the increased services required in the labor program. For example, the number of Mexican nationals who were working under contract and who were entitled to this service, increased from 3,650 (maximum) in the first quarter of the calendar year to 36,269 (maximum) in the last quarter.

Moreover, expansion of the labor program in the Northeast, Midwest, and Great Plains areas also required a corresponding increase in costs of medical services performed.

SUBSISTENCE ALLOWANCES ON FOREIGN CONTRACTS

Mr. WILSON. The item on subsistence allowances in connection with foreign contracts remains the same, so there is no saving there.

That makes a total for the Federal Extension Service of about \$15,895,000, or a grand total of \$32,620,000 minimum and \$35,620,000 maximum for the entire 1944 farm labor program.

EFFICACY OF PRESENT FARM LABOR SUPPLY PROGRAM

Mr. WILSON. In my judgment, based on this year's experience, that is about three or four million dollars short of the amount necessary to do the kind of job I believe you gentlemen want done in 1944. I am convinced that you folks want the job done right, because we are dealing with a very critical element in connection with the production of food. And if it requires \$10 to do the job, I do not believe you want a \$6.98 bargain job performed.

I personally like the plan recommended and which this committee followed last year of making a minimum and a maximum appropriation to the States. That gave the States and those charged with the administration of the program the assurance that Congress was back of the program and had provided adequate funds to carry it out. I think that confidence stimulated the States to live up fully to the trust placed in them, and resulted in a lower total expenditure by the States in 1943 than was anticipated. I hope that same confidence in the State extension services will be continued in 1944, regardless of the over-bred organization for handling the program.

Mr. O'NEAL. As I understand it, Colonel Bruton, it is your opinion that there is no economy in this new suggestion. That is your judgment?

Colonel BRUTON. That is my judgment.

Mr. O'NEAL. Mr. Wilson, as I understand it, in your opinion there is no greater efficiency in doing it this way.

Mr. WILSON. I would not say quite that. I think there is some increased efficiency and some small saving. But I think the budget recommended here has gone beyond the saving that can be made without cutting into the actual services that the Congress wants performed in connection with the farm labor job.

Mr. O'NEAL. You think the method which has been suggested is a better method than you have at the present time, and a more efficient way of doing it?

Mr. WILSON. I think that is largely a matter of judgment.

Mr. O'NEAL. I am asking for your judgment on it.

Mr. WILSON. Well—

Mr. O'NEAL. If anybody knows, you ought to know.

Mr. WILSON. I think the handling of the entire farm labor program by the Cooperative Extension Service would probably make for a somewhat closer integration of the foreign labor program with the intrastate and local labor program, if at the Federal level the organization was tied into the same unit.

Mr. O'NEAL. As I understand it, you are endorsing this suggestion, except as to the amounts; is that correct?

Mr. WILSON. I can express it in these words, which will also convey Director M. L. Wilson's viewpoint. I think.

In discussing this matter with Director Wilson yesterday, he expressed it about as follows: The extension service is primarily an educational and service organization rather than an administrative agency.

It would be preferable, under normal circumstances, that foreign labor be handled by some agency other than Extension. However, these are not normal times. The nation is at war.

If the Congress wants the Extension Service to handle foreign labor as well as domestic agricultural labor, the Extension Service will accept willingly the added assignment and do the best job it possibly can.

To handle foreign labor will involve the establishment of a special unit in the Federal Extension Service to handle the relationships with foreign governments and manage the transportation of foreign workers.

If a special unit is set up in the Federal Extension Service, better coordination of the interstate and foreign program with the intrastate program would probably result. Since the State extension services are part of the State agricultural colleges or universities, as the case may be, it will, of course, be necessary for the State extension directors to clear the matter of added responsibilities for foreign labor with their respective boards of regents or trustees.

In case some States should be unwilling to operate the farm-labor supply centers for foreign workers, the Federal Extension Service should be given authority to operate the foreign-labor supply centers and program in those States. I have no advance information that any State would refuse, but that is a possibility.

Director M. L. Wilson also commented on the point I made a moment ago, that this farm-labor job is too important to be approached from a bargain-rate point of view. We want to do the job that needs to be done as thoroughly as possible and at a reasonable cost. We must realize, however, that it takes money to supply farmers with labor during the war emergency. The farm labor situation can change overnight, and the agency handling it should be assured of the necessary funds to meet every reasonable emergency.

I think that about covers my conversation yesterday with Director M. L. Wilson on this matter.

Mr. O'NEAL. As a member of this committee in discharging my duty, I am interested in two things. One is the question of economy.

The second is this: You gentlemen have been handling this program and this problem, and the only people who can tell me whether the suggestion made here by the Farm Bureau Federation makes for efficiency or does not.

Would you, if you had your choice, operate under this proposed plan or the plan you have been operating on: which would you elect?

Mr. WILSON. I think we will all agree that as a basic principle where related jobs are handled by the same overhead organization it is reasonable to expect somewhat increased efficiency and somewhat better integration of the entire program.

I think—

Mr. O'NEAL. Then you think this plan is more efficient than the plan you have been operating on?

Mr. WOODRUM. But it will not save as much money as they claim.

Mr. O'NEAL. Is that your position?

Mr. WILSON. Yes, sir.

Mr. O'NEAL. You think it is more efficient than the way you have been doing it, but it will not save so much money.

Mr. WILSON. I personally have not had an opportunity to become familiar with the details of the foreign-labor program. I have been so busy with the intrastate program that it has not been desirable or possible for me to become familiar with it.

Mr. O'NEAL. Colonel BRUTON, have you had sufficient experience with this problem to pass on the question as to whether or not this proposition as submitted by the Farm Bureau Federation, by Mr. Ogg, is a more efficient way to do the job than the one you are now operating on, and would you suggest that we adopt this change, except as to the amounts?

Colonel BRUTON. I do not think it is as efficient, and I would not recommend its adoption.

Mr. O'NEAL. Your opinion is that it is not so efficient and not so economical, and yet this gentleman [Mr. Wilson] thinks it is more efficient, but not so economical as claimed. Is that correct? I would like to get something I can hang on.

Colonel BRUTON. I would like to call your attention to the statement in Mr. Wilson's presentation in which he referred to the new organization that must be set up under the Federal Extension Service. He stated, as you recall, that this new organization would be similar to that of the Office of Labor now handling this part of the program on the Federal level.

That is one of the principal factors upon which I base my recommendation; there would have to be a new organizational unit set up. This would necessitate the development of a plan of organization, the allocations of positions, selection or transfer of personnel, the taking of property inventories and transfer of property accountability, and a multitude of other details. The authority or other provision for the States, to take over federally owned property, would have to be worked out and, of course, all of this would take time.

Mr. O'NEAL. What about the delay? Would doing this in the new way cause a further delay?

Colonel BRUTON. Yes, sir; and it is very important that a definite program be adopted as soon as possible, certainly before the first of the year, to give whoever executes this program next year a fair chance to do a good job.

Mr. O'NEAL. How would you have to handle these contracts as to foreign labor? Will you have to make a new contract with a foreign country?

Colonel BRUTON. I have not had an opportunity to consider that fully. The contracts would probably require modification.

Mr. WIGGLESWORTH. How could that be?

Colonel BRUTON. It might be avoided by contracting with the individual States—that is, having the Extension Service, from the Federal level, contract with the various States for the use of this labor, similar to the way we now contract with the growers and growers' associations, so that the States would assume the same responsibility with reference to the guaranties to foreign workers as the growers and growers' associations now assume.

Mr. TABER. That, I doubt, is a practical proposition.

Colonel BRUTON. Then, too, if it is continued on a contract basis between the Government and growers and growers' associations, there must be a Federal Extension Service organization in each State to execute and administer these contracts for the Federal Government. To operate on a 48-State-office basis rather than through a regional-office basis, with respect to all these details pertaining to the foreign labor activities, would certainly cost more money, in my opinion.

Mr. LUDLOW. You stated that in your opinion the Farm Bureau Federation had underestimated by some three or four million dollars the cost of a logical and proper administration of this service.

It is your opinion that there will be no more net savings or economy than if this were transferred exclusively to the Extension Service.

Mr. WILSON. That is rather difficult to judge in advance, and particularly for one who is not thoroughly familiar with the operation of the foreign labor program, which has not been my job this year.

But it would be my judgment that there would be perhaps between two and three million dollars' savings, but not the savings stated here.

Mr. LUDLOW. The colonel thinks there will be no saving, but you think there will be a saving of about two or three million dollars.

Mr. WILSON. Yes, sir.

Mr. LUDLOW. Do you agree that there would be a delay in the program under this proposed plan?

Mr. WILSON. Of course, there are so many factors that enter into the picture, such, for instance, as how soon the appropriations would be cleared through Congress.

Mr. RABAUT. You know how soon Congress can act.

Mr. WILSON. Last year the farm-labor-supply bill was under consideration for 3 months.

Mr. RABAUT. It might not be 3 months this time.

Mr. WILSON. Whatever the delay might be, it would be important.

Mr. JOHNSON of Oklahoma. Mr. Wilson, judging from your testimony, it would seem that the recommendations of these outside organizations are at best a very poor estimate, if not a wild guess in the dark as to what the expense will be.

Mr. WILSON. I have read the testimony. These gentlemen came before this group on Friday, and were asked to prepare a budget embodying their recommendations. I believe most of them left town on Saturday night or Sunday.

Mr. Parker, of California, is still in town. He came to my office during the following week and indicated that he had misread the original budget estimate. He assumed that the estimate for medical services was on a "worker" basis, whereas the original budget figure was on a "worker-year" basis.

Mr. JOHNSON of Oklahoma. Do you know whether they have advised the committee that they made a serious mistake in a matter as important as the medical part of this program?

Mr. WILSON. Mr. Parker was only one individual, and I think his attention was called to that item by the State director of extension for California.

Mr. O'NEAL. Did you confer with the Farm Bureau Federation men?

Mr. WILSON. Only as one or two of them phoned or called for information.

Mr. JOHNSON of Oklahoma. So this is just a hurried-up guess that they submitted.

Mr. SNYDER. The State of Pennsylvania does not have a farm bureau. We produce one-twelfth of all the food furnished in this country, but we do not have a farm bureau. How does that State come into this?

Mr. WILSON. It is being recommended that the farm-labor program be operated by the Federal-State Extension Service.

Mr. SNYDER. Why is the Farm Bureau making programs for all the States?

Mr. WILSON. It is one of the national farmers' organizations and is presenting the point of view of farmers, as I understand it.

Mr. SNYDER. They represented themselves; nobody picked them out to come here and represent them.

Mr. JOHNSON of Oklahoma. You say they came here on Friday and they were asked to submit a budget and they submitted that budget on the following Saturday, the next day. Was that the statement you made?

Mr. RABAUT. They went away the next day.

Mr. WILSON. My statement was that in reading the record of the hearings held week before last I learned that they met with this committee on Friday and were requested to submit a budget to carry out their recommendations.

Mr. JOHNSON of Oklahoma. And they labored at it a whole day?

Mr. WILSON. It is my understanding that most of the people here for the hearing on Friday returned to their homes on Saturday night or Sunday morning.

Mr. TABER. But the facts are that Mr. Ogg's letter is dated the 26th, which was last Friday. Is not that right?

Those are the facts, that Mr. Ogg's letter with this detailed statement is dated the 26th, which was last Friday, or a week after he was in here.

Mr. WILSON. He had an opportunity to phone the State directors who appeared before this committee.

Mr. TABER. And these people had a chance to go back home and talk and do what they could, and report to him here what the situation was before he got up the letter.

Mr. HERRELL. May I offer this for the consideration of the committee? As Judge Jones has said, and as Colonel Bruton has said, they believe this program should be operated in a way that will cost the least and obtain a maximum of efficiency. perhaps it is significant, however, that of the five States represented with the Farm Bureau Federation representatives there were only two States that have real agricultural labor problems, one being California and the other New York.

Quoting from the statement of the director of extension of New York, on page 265 of the hearings he said:

The farmers of New York are well pleased with the 1943 results of the combined farm labor program, operating under an efficient staff of Federal and State employees. I am sure they would recommend a continuation of the same type of State program in 1944.

Mr. RABAUT. Is that from the representative of New York?

Mr. HERRELL. That is from the director of the New York Extension Service.

Mr. TABER. They would recommend the continuation of some type of State program. That does not mean that he does not go into any other question.

Mr. O'NEAL. There seems to be some conflict of testimony.

Mr. TABER. No; there is no conflict.

Mr. HERRELL. He goes on to say that the State staff had had splendid cooperation from all of the State and Federal agencies involved.

Mr. TABER. That is true, but everyone who was here when we got to asking questions felt that there was a duplication of work. The man from California especially, when he was questioned about that.

Mr. HERRELL. Of course, in California they have had a farm-labor program entirely separate from the activities conducted by the State extension service under funds made available from this appropriation. That was possible under a State appropriation and operated by the Food and Fiber Production Council.

Mr. JOHNSON of Oklahoma. If these outside organizations, Mr. Wilson, went as haywise on some of these other recommendations as they did on that for medical service, then they would not be able to give very much authentic information to the committee as to what the actual expense of operating this would be.

Mr. WILSON. As their budget would indicate they accepted the recommendations of the Bureau of the Budget in a very large number of cases. The adjustments have been made very largely in construction of new supply centers, field operations, and medical care.

Mr. JOHNSON of Oklahoma. I was talking about their estimate for medical care which you brought out, as to how they made a mistake. But one member of their delegation came back to you and admitted, privately, that he had made a mistake, although he had not so reported to this committee.

Mr. WILSON. Mr. Parker, of California, reported that as far as he was concerned, personally he had made a mistake in reading the budget.

Mr. JOHNSON of Oklahoma. He only discovered that when he was told by somebody back home in the State.

Mr. WILSON. He apparently consulted with the State director and the director wired him information which caused him to look into it more closely.

Mr. JOHNSON of Oklahoma. He never advised this committee, to your knowledge?

Mr. WILSON. I have no knowledge of that.

Mr. TABER. The medical expenses shown on this sheet here are in parentheses, in this big table which was furnished us, show \$696,000 in parentheses, and there is a memorandum on page 1 which states as follows:

The amounts shown in the 1943 figure include all funds available, and the parenthetical figure is the estimated obligation of funds available under the appropriation provided in Public, 45, Seventy-eighth Congress.

I do not understand how the figure of \$696,000 can be the estimated obligation, with the testimony that you have given us here today. Is it a fact that the \$696,000 is the actual expenditure, or what you estimated will be expended, or is the \$1,696,000 the correct figure? How do you explain the note on page 1?

Mr. HERRELL. Mr. Taber, the figure on the digest, not in parentheses, is the amount of estimated obligation chargeable to all funds. The parenthetical figure represents the estimated amount of obligations included in the larger figure is that chargeable to Public, 45. The difference of approximately a million dollars represents the estimated obligation chargeable to another appropriation.

Mr. TABER. To what appropriation?

Mr. HERRELL. These medical associations operated formerly under grants made by the Farm Security Administration. The grants were made during the fiscal year 1943, and it was estimated on the basis of information furnished us that these associations had roughly a million dollars of funds formerly granted to them which would continue to remain available for services required under this program. So the million dollars under other funds, plus the \$696,000 estimated obligations out of this labor supply appropriation, would total the figure shown on the digest of \$1,696,000, which represents the cost of this program during this calendar year.

Mr. TABER. That means a full calendar year's operations?

Mr. HERRELL. Yes, sir.

Mr. TABER. With Farm Security Administration running in its usual style during the first 6 months practically?

Mr. HERRELL. Of course, the farm labor appropriation did not become available until about May, and by the time we could gear the medical program into the activities of the Office of Labor it was about July 1.

Mr. TABER. That means also that your expenditures probably were a million dollars for the first 6 months and \$696,000 for the last 6 months. That is about the size of it, is it not?

Mr. HERRELL. I do not think it is quite that way, Mr. Taber. I would like to give you the most accurate and detailed information I have.

Mr. TABER. I think that would be interesting.

Mr. HERRELL. I will furnish that for the record.

(The information may be found on page 286.)

Mr. WIGGLESWORTH. What is your position, Mr. Hill?

Mr. HILL. I am with Colonel Bruton as Chief of the Program Branch of the Office of Labor.

In answer to your question, Congressman, let me digress for a moment, if I may, and say that I am on leave from the Wisconsin Agricultural Extension Service. We had developed there what we thought was a pretty good labor program. At about this time last winter, I got a call from the Department of Agriculture saying that it had some emergency funds available and wanted to develop a farm labor program similar to what the Wisconsin Extension Service was doing under my leadership. They wanted me to help organize this program.

When I came here, I found that the leadership had been assigned to the Farm Security Administration. About a month or two later I found I had another boss.

Again, there was a change in the farm labor program, and it was turned over to Major Walker. We worked for a month or two and then we had another change. I found that we had a Agricultural Labor Administration under Mr. Wayne Darrow of the Department, and so the thing went until Congress passed Public Law 45 specifically setting forth a farm labor program.

As you will remember, that was when Colonel Taylor came into the program, and when you made the money available, Colonel Taylor wanted to know if I would stay here and help plan the program. After considering the matter and discussing it with Dean Christiansen, it was agreed that I should stay and help plan the program. Then the final change was made and Colonel Bruton was put in charge. There were five changes in about 6 or 7 months.

The CHAIRMAN. Have the changes been for the better or for the worse?

Mr. HILL. I think gradually they have been for the better. I think we are now seeing the situation where we can actually do the job.

Mr. O'NEAL. Do you think another change would be for the better?

Mr. SNYDER. You want a change every month; is that the idea?

Mr. HILL. No.

Mr. SNYDER. You said it was getting better all the time.

Mr. HILL. That is true, but you finally reach the point of diminishing returns.

Mr. O'NEAL. You are opposed to this proposed change, are you?

Mr. HILL. Yes, I would be opposed to it, chiefly from the point of view that the Administrator and the colonel have expressed. The only way a change can be made that is effective, as Mr. Wilson has said, and as Judge Jones has said, is to take over the personnel from the Office of Labor, which is a going concern, and put it into Extension.

What saving could be accomplished by this I cannot see. It would be merely a transfer of personnel from one agency to another.

The point I want to make is this: We have discussed at great length the cost of operations and figures have been presented comparing the cost of the Federal side with that of the State side.

We have had in the neighborhood of 53,000 Mexican nationals, close to 9,000 Jamaicans, and about 4,700 Bahamians.

Bringing in these foreign workers has met the critical needs of many farmers in my State, both dairy farmers and truck farmers, and this is also true of other States that you gentlemen represent. These workers were able-bodied men, with the exception of about 1,000 Bahamian women. These men were physically able and capable of carrying on the hard work necessary in farming.

They have been transported long distances. They have been transported from State to State. Every time we have received an emergency call, such as in the case of the Maine potato situation, we have transported men from wherever they were available to wherever they were needed. The same thing has been true in similar potato situations in the Red River Valley and in the Idaho Snake River Valley. The core of the call has always been, "we need men. We can get a lot of kids to pick up the potatoes and put them into sacks, but we need men."

So we have had to operate this very expensive program for interstate and foreign workers, moving them about from place to place.

But let me say this, gentlemen: Do not compare the 100,000 interstate and foreign workers with two or three million local workers, and say it costs so much money to make one type of placement as compared to the other type of placement. Most of these foreign workers were here throughout the summer, and many of them were counted as only one or two placements during that period.

The War Manpower and War Production Board Committees on the west coast are now considering the question of bringing in 250,000 additional workers to west-coast plants; generally throughout the munitions industries there will be an increasing number of workers needed up until September of next year. The armed forces are still expanding. All this means that we are going to have less able-bodied men at hand to do the hard work on the farms. Farmers are going to need a mobile task force of able-bodied men who can be shifted to critical areas as needs develop.

I would like to leave this thought with you, that regardless of who does the job, as Mr. Wilson has said, it is not a matter of doing it for \$6.98 or \$10; it is a matter of doing the job and making it possible for farmers to have able-bodied manpower. That is what we need—manpower.

The CHAIRMAN. Thank you, Mr. Hill.

NEED FOR CONTINUANCE OF FARM LABOR SUPPLY PROGRAM

STATEMENT OF HON. LOWELL STOCKMAN, MEMBER OF CONGRESS FROM OREGON

Mr. STOCKMAN. Mr. Chairman, I wish to commend to you for your favorable consideration the continuance of the appropriation for the supplying of labor to agriculture.

The work done by the State extension service for the past year was very effective and was an important factor in saving the pea industry of Oregon and Washington. Due to war conditions an extreme labor shortage would have prevailed and would have, in all probability, cut the pea pack 50 percent. By the use of Mexican labor, made available to the farmers of Oregon and Washington, five and one-half million cases of peas, valued at approximately \$12,650,000 were canned.

Eastern Oregon and eastern Washington use approximately 5,000 workers in the canneries and 3,800 in the fields. As can be readily seen, there must be adequate help in the canneries, as well as on the farms. The Mexicans used last year were not allowed to work in the canneries and I am told by the growers that it would be most helpful if they were permitted to do so.

Provision should also be made for more interpreters in order to have problems that come up between two peoples which speak two different languages settled quicker and with less effort.

The farm helpers, brought in from Mexico last summer, were very satisfactory and my people have expressed a unanimous desire that they be made available for next year's harvest.

NEEDS OF FARM LABOR SUPPLY PROGRAM

STATEMENT OF MRS. ELIZABETH SASULY, WASHINGTON REPRESENTATIVE, UNITED CANNERY, AGRICULTURAL, PACKING, AND ALLIED WORKERS OF AMERICA (C. I. O.)

The CHAIRMAN. Gentlemen, we have with us Mrs. Elizabeth Sasuly.

Mrs. Sasuly, for the purpose of the record, please state your name and your affiliation.

Mrs. SASULY. My name is Elizabeth Sasuly, 1029 Vermont Avenue, in Washington, D. C. I am the Washington representative of the United Cannery, Agricultural, Packing, and Allied Workers of America, affiliated with the C. I. O.

Our union represents 100,000 workers in the food processing industries and in direct agricultural production in all parts of the country.

We are concerned with this appropriation basically from one standpoint, and that is to get maximum production and processing of food for the war.

For this purpose, we believe that the essential requirement is the mobility of agricultural workers and therefore we are concerned with an appropriation for the farm labor program which permits the proper allocation of domestic workers within the country, and of foreign workers who are brought in from outside the country.

We believe a first requirement for an effective program is an increased appropriation. An appropriation of \$100,000,000 is needed for the operation of an effective program in this field, and as an absolute minimum we believe that the \$65,000,000 which was requested by the President for the calendar year of 1943 should be appropriated.

I think the inadequacy of the present program, both as to funds and to planning is indicated by the fact that under Public Law No. 45, between May 1 and September 22, 1943, only 9,400 domestic agricultural workers were moved by this program. There were, of course, 59,000 foreign workers moved during the same period.

I want to make it perfectly clear that our organization has no objection whatsoever to the use of foreign workers who are brought into the country for agricultural war production. We believe, that where and when labor is needed, it should be procured from whatever source possible. But these workers must be guaranteed the same conditions of employment as the regular workers in the places of employment to which they are brought.

We believe also that there should be the maximum utilization of trained and experienced domestic agricultural laborers. There has been no such war mobilization of farm labor to date. Agricultural workers have been tied down, through the operation of Public Law 45 and by the indiscriminate application of the Tydings amendment, to nonessential production at times when there have been local shortages of labor for the production of essential crops. The general freezing and partial idleness of agricultural workers has deprived both war industries and the armed forces of needed manpower while at the same time other workers are brought into the country for whom, on various occasions, there has actually been no work to do.

We think the fact that there has been this partial idleness on the part of many experienced agricultural workers is indicated by a recent ruling of the War Manpower Commission which permits agricultural workers to go, for limited periods of time, into essential war industries provided, of course, that they return to their agricultural employment.

Therefore, while as I say we in no way object to the use of foreign workers, we do believe that this program should be so run that the best utilization of the available domestic labor is made.

Now, to permit a sufficient mobility between States of agricultural workers, we believe that section 4 (a) of Public Law No. 45 should be entirely eliminated from the act.

We are pleased to see that there has been some limitation on restrictions placed in that section by the budget recommendation which

provides the written consent of the county agent is no longer required, but only the written consent of the State director of the Extension Service. However, we think that that still constitutes a hampering limitation and if the Office of Labor is to really mobilize labor and plan this mobilization on a national scale, that restriction also should be removed.

Similarly, we believe that the restrictions in section 4 (b) hamper maximum agricultural production by placing restrictions on the conditions under which workers may be employed, these limitations will reduce productive efficiency rather than increase it. I will refer presently to the proposal that transported workers be used in various food processing industries. If the committee considers the proposal it is particularly essential that these restrictions be removed. We therefore propose that there be substituted for section 4 (b) the following amendment:

Provided further, That section 4 (b) of said act of April 29, 1943, is hereby amended to read as follows:

No part of the funds herein appropriated or made available to any department or agency of the Government shall be used for the recruiting, transportation, or placement of workers, except for employment by employers who shall employ such workers under all the terms and conditions of employment applicable to other employees of the said employer, nor shall any part of the said funds be used for the recruiting, transportation, or placement of workers under any terms, conditions, or agreements which shall deny to such workers while employed in this country any rights or benefits provided under the laws of the United States for other workers in the same or similar employment except as otherwise provided in Sections 5 (b) and (1) of this Act.

We very much approve the restoration of funds for labor supply centers, which we think is one way of stimulating adequate production, by providing the kind of living conditions which will make recruitment of workers and productive efficiency on the part of the workers much more feasible.

Finally, I want to comment on one section of the proposal submitted in the recommendations of the Director of the Bureau of the Budget which is of particular concern to us, and this is with respect to food processing workers; the provision that when authorized by the Administrator, workers under the program may be used in the packing, canning, and freezing or other processing of perishable foods and vegetables.

Our union is particularly concerned with the food processing problem, and as one evidence of our concern, I should like to tell you about the assistance given by our organization to the War Manpower Commission and the Campbell Soup Co., in transporting 438 workers from the State of Florida to the Campbell Soup plant in Camden, N. J., during the off-season in Florida citrus and returning these workers to Florida October 1, 1943, in time for the beginning of the citrus season.

We believe that this is the type of allocation of labor and movement of labor which can really assist in solving the very great problems of the canneries and fresh fruit and vegetable packing industries in all parts of the country.

I might say also that had it not been for a restrictive State law in Florida, it would have been possible to move 500 more workers from the State of Florida to the Campbell Soup plant at Camden, N. J., and it would have made it unnecessary for the Army to send in soldiers

¹ Reference to proposed amendment exempting foreign workers from deductions under the Social Security Act.

to aid in the peak operations of the Campbell Soup plant, which I am sure must have disrupted normal Army routine to some extent.

However, because of this restrictive State law it was impossible to bring these other 500 workers in and it was necessary to use soldiers.

Mr. JOHNSON of Oklahoma. What restriction are you referring to there?

Mrs. SASULY. The emigrant agent law of Florida which places restrictions on the movement of labor out of the State. There are similar emigrant labor laws in other Southern States.

As I have already stated, we have no objection whatsoever to the use of Mexican workers, or other workers, if, where and when the need for them is certified by the War Manpower Commission for food processing plants. However, we do not want these workers brought in under conditions which will hamper and disrupt rather than increase production.

In connection with this proposal to allow the workers who are transported under this program to work in food-processing plants, I should like to bring to the attention of the committee a clause in the International Agreement between the Government of the United States and the Government of Mexico. This clause states that groups of workers admitted under this understanding shall elect their own representatives to deal with the employer, but it is understood that all such representatives shall be working members of the group.

I should like to explain to the committee just why it is that we feel that to bring these workers into food-processing plants under the conditions provided by this clause in the international agreement will have a disruptive effect on production. As an example, let me give the case of the fresh fruit and vegetable packing industry in California and Arizona. In this industry, our union has some 10,000 members operating in the major lettuce and other vegetable and small fruit producing areas of those two States. There are some 10,000 more workers whom we are now in the process of organizing.

I might say that our union has had a practically perfect no-strike record with respect to the workers in this industry which customarily in the past has had many, many strikes during peaks of agricultural production every summer, a fact attested to by the War Manpower Commission and the War Labor Board and other agencies with whom we have been dealing.

Now, if workers are brought in from Mexico under the international agreement with this proviso that they are not permitted, in effect, to have the benefits of the National Labor Relations Act—because that is what this means, since the agreement states that all representatives shall be working members of the group—this is the situation: It would be impossible, if the language of this clause were allowed to stay, for these workers to participate in N. L. R. B. elections.

Our organization is engaged in organizing a considerable section of this industry which at present is unorganized. The major part of it has already been organized into our union and is operating under agreements with it.

We believe that this clause would not stand up in the courts. We do not think that there is anything in the National Labor Relations Act which would fail to give any worker, whether he was brought in from Mexico or not, his rights to vote in an N. L. R. B. election.

However, we are not interested in making lengthy court test cases out of this. We are interested in getting maximum production at the earliest possible date. And if these workers are brought in to the fresh fruit and vegetable packing plants in California—and we know that the agricultural producers of California are concerned and interested in bringing them in; and we have no objection to that so long as it is done under conditions which will permit of productive efficiency and not be disruptive; if they are brought in while this clause remains in the international agreement, there is going to be a very unsatisfactory situation created, because you can see exactly what will happen.

When an N. L. R. B. election is ordered in one of these sheds the productive efficiency of a certain percentage of the workers is going to be disrupted, because they are not permitted to vote in that election, which is going to cause a greater disruption and a greater amount of hard feeling, and we are going to be in a position where it is going to be very difficult for us to maintain the pledges that we have made to the Government and to the Nation at war, and which we want to maintain.

Therefore I should like to submit to this committee that it is essential, if these workers are to be used in food processing—and I am sure the fresh fruit and vegetable packing industry in California and in Arizona wants these workers, because I know from our dealings with the growers and shippers there that they are interested in getting this labor into the State of California—if Mexican workers are to be brought in for that purpose, we believe this clause in the international agreement should be eliminated.

MR. JOHNSON of Oklahoma. I might say that it is my understanding that this committee has no jurisdiction over that question, over the actions of the State Department. The State Department made this agreement. Therefore, the only thing we can do is either approve the appropriation request or disapprove it. It seems to me that the question you raise should be presented to the State Department rather than to the Committee on Appropriations.

THE CHAIRMAN. As I understand, these people are not to be brought in permanently but are to be brought in only in cases of emergency, in order to get out these perishable foods.

MR. RABAUT. And they are to be sent back as soon as the emergency is over.

MRS. SASULY. We do recognize that. We have taken steps to bring this matter to the attention both of the Office of Labor, of the War Food Administration, and of the State Department.

But this problem is really connected with section 4 (b) of Public No. 45, which places various restrictions, some of them, I believe, quite out of all relation to the real situation, with respect to prohibiting the enforcement of collective bargaining requirements, and so forth and so on. Therefore we are proposing an amendment to Public Law 45 to correct this situation. The amendment to section 4 (b) of Public Law 45, which we have proposed above would guarantee that these workers would be employed under the conditions of training in the plants to which they are brought and that they are guaranteed the rights and benefits to which they are entitled under the laws of the United States.

We believe that if workers are brought in from outside the country, they should have the same guaranties, under the same conditions, that any American workers are working under in the fresh fruit and vegetable packing industry, in the canneries, and in agriculture proper, or in any other section of the food processing industry have.

Under those circumstances, we not only offer no objections but are more than ready and willing to assist in the utilization of all these workers in both agriculture and in the food-processing industries. But we believe that the type of clause that you have in section 4 (b) and the implications of the clause in the international agreement, together with the permission given for the use of these workers in the food-processing industries, will of necessity create a very serious situation which will hamper rather than stimulate agricultural production.

Mr. JOHNSON of Oklahoma. May I ask one question, Mr. Chairman?

As I understand the situation, then, it is your contention, even though these people are from Mexico or the Bahama Islands, and come here only on a temporary basis—even though they are not citizens and do not anticipate becoming citizens, probably will never become citizens—it is your contention that they should be permitted to join your organization? Is that your contention?

Mrs. SASULY. They should be permitted to have the rights guaranteed to all workers in similar employment under the laws of the United States, such as the National Labor Relations Act, which gives the right to vote in a union election; yes.

Let me explain one reason why, in this type of industry, the fact that they are there only for a very short length of time is really not a factor. Many of the "deals" in the fresh-fruit- and vegetable-packing industry are very short. Many of the seasons are short, so that all of the production in a particular locality takes place in a very short length of time. Therefore, the fact that these workers are brought in for brief periods of time in no way affects their status as compared with other workers who are already here. The regular workers in the industry only stay in one place for very short periods of time.

Mr. O'NEAL. Does the C. I. O. exact of its members a fealty oath to this country?

Mrs. SASULY. It certainly does require fealty to this country.

Mr. O'NEAL. I think it is a fine thing to have this oath of fealty to our country, which I understood every C. I. O. member had to take but does not that make it impossible for some of these foreign laborers to become a member of your union and therefore participate in these elections?

Mrs. SASULY. I do not think so.

Mr. JOHNSON of West Virginia. If that fealty oath is a really serious oath, it seems to me it would be impossible for a foreigner, who does not ever anticipate becoming a citizen of the United States, to become really a member of the C. I. O. Do they take the oath or do they not take the fealty oath?

Mrs. SASULY. Mr. Chairman, it seems to me that the countries from which we are bringing in these workers are countries which are in this war, just the way we are, and the workers who come from these countries are here to do the same kind of job that American workers are doing here in this country. This is a question of all of us working together in the war effort.

Mr. JOHNSON of Oklahoma. Let me see if I understand that; these Bahamans are British subjects, are they not?

Mrs. SASULY. That is right.

Mr. JOHNSON of Oklahoma. And they are not subjects of this country at all. Some of us wonder why they are not in the British Army. In any event, they are here. They are here to make money and to make more money than they can make at home, and when they make that money, they are going home. Of course, we are grateful to them for what they do.

Mrs. SASULY. And to help us get out our war production.

Mr. JOHNSON of Oklahoma. That is right. We want to get out the war production. But they will never become citizens of the United States, and yet you want them to become members of the C. I. O. even though they are here only for a few weeks or a few months.

Mrs. SASULY. We want them to have all the rights that workers in the United States have while working on any job at any given place; not only for their protection but because we believe unless they do, the conditions of American workers are going to be worsened; and, furthermore, we believe that it is only justice, when workers come in from countries which are fighting on the same side of the war we are fighting on, they should have the same rights American workers have.

The CHAIRMAN. Thank you, Mrs. Sasuly. You have permission to extend your remarks, if you wish.

Mr. RABAUlt. Mr. Chairman, may I just say to the witness that I was very much impressed with her comprehensive knowledge of the subject and the very fine and intelligent presentation of it to the committee.

Mrs. SASULY. Thank you very much.



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Mr. Roberts

78TH CONGRESS
1ST SESSION

H. J. RES. 205

IN THE HOUSE OF REPRESENTATIVES

DECEMBER 13, 1943

Mr. CANNON of Missouri introduced the following joint resolution; which was referred to the Committee on Appropriations

JOINT RESOLUTION

Making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944.

1 *Resolved by the Senate and House of Representatives*
2 *of the United States of America in Congress assembled,*
3 That there is hereby appropriated, out of any money in the
4 Treasury not otherwise appropriated, the sum of \$31,100,-
5 000, which sum, together with the amount appropriated
6 in the Act of April 29, 1943 (Public Law 45), shall be
7 merged into one fund, to remain available until December 31,
8 1944, and to be expended by the War Food Administrator
9 (hereinafter referred to as the "Administrator"), appointed
10 pursuant to Executive Order Numbered 9334, dated April
11 19, 1943, for assisting in providing an adequate supply of

1 workers for the production and harvesting of agricultural
2 follows:

3 commodities essential to the prosecution of the war, as

4 PAYMENTS TO STATES

5 SEC. 2. (a) For the purpose of assisting in providing an
6 adequate supply of workers for the production and harvesting
7 of agricultural commodities within the several States, the
8 Administrator shall apportion among the several States, on
9 the basis of need, not more than \$17,500,000 of the sum
10 appropriated by section 1 (including apportionments hereto-
11 fore made) and the sums so apportioned shall be available
12 for payment to such States for expenditure by the agricultural
13 extension services of the land-grant colleges in such States
14 in accordance with such agreements as may be entered
15 into by the Administrator and such extension services and
16 subject to the supervision of the Administrator. The pur-
17 poses for which such funds may be expended by such exten-
18 sion services shall include, among other things, (1) the
19 recruiting (including recruitment within the State of recruit-
20 ment for employment elsewhere), placement (including the
21 placement of workers as tenants or sharecroppers), and train-
22 ing of such workers; (2) transportation (including trans-
23 portation within the State of recruitment for employment
24 elsewhere), supervision, subsistence, protection, health and
25 medical and burial services, and shelter for such workers and

1 their families and necessary personal property; (3) lease,
2 repair, alteration, and operation of labor supply centers and
3 other necessary facilities and services, including former Civil-
4 ian Conservation Corps camps, and not to exceed \$200,000
5 for the construction of labor supply centers and other neces-
6 sary facilities and services (not to exceed \$40,000 for any
7 one center); (4) advancing to workers of sums due from
8 employers within the United States who are under con-
9 tractual obligation to reimburse such extension services for
10 such advances, the repayments from employers for such ad-
11 vances to be credited to the respective funds apportioned to
12 the States; (5) employment of personnel and other ad-
13 ministrative expenses; (6) payment to or reimbursement of
14 other public or private agencies or individuals for furnishing
15 services or facilities for such purposes; and (7) rendering
16 assistance with respect to the deferment of agricultural labor,
17 including among other things the furnishing of information
18 on the contribution that individuals subject to selective service
19 are making to agricultural production. Such extension serv-
20 ices may enter into agreements with other public and private
21 agencies and individuals and utilize the facilities and services
22 of such agencies and individuals in carrying out the purposes
23 of this section.

24 (b) The Administrator shall certify to the Secretary
25 of the Treasury, from time to time, the amounts to be

1 paid to each State under this section and the time or
2 times such amounts are to be paid; and the Secretary of
3 the Treasury shall pay to the State, at the time or times
4 fixed by the Administrator, the amounts so certified.

5 EXPENDITURE OF OTHER FUNDS

6 SEC. 3. (a) The funds appropriated by section 1 and not
7 apportioned by the Administrator among the several States
8 pursuant to section 2 shall be available for expenditure by
9 the Administrator. The purposes for which such funds
10 may be expended shall include, among other things, (1)
11 the recruiting and transportation of workers and their
12 families and necessary personal property, within the United
13 States and elsewhere; (2) furnishing, by loans or other-
14 wise, of health and medical and burial services, training,
15 subsistence, allowances, protection, and shelter for such work-
16 ers and their families, including the furnishing of health and
17 medical services to agricultural workers and their families
18 housed in any labor supply center operated as a part of this
19 program; (3) advancing to workers of sums due from em-
20 ployers within the United States who are under contractual
21 obligation to reimburse the United States for such advances,
22 the repayments from employers for such advances to be
23 credited to the funds available to the Administrator; (4)
24 lease, repair, alteration, and operation of labor supply centers
25 and other necessary facilities and services, including the re-

1 location, purchase, or construction of labor supply centers
2 and other necessary services and facilities (not to exceed
3 \$40,000 for any one center) ; (5) payments in lieu of taxes
4 on labor supply centers in accordance with the procedure
5 set forth in the Act of June 29, 1936 (40 U. S. C. 432) ;
6 (6) determination and payment of claims (not exceeding
7 \$50 in any one case) of workers recruited in foreign coun-
8 tries (a) who, in preparation for transportation to or from
9 the United States and subsequent failure of such transporta-
10 tion, have suffered losses, or (b) who have been transported
11 to the United States and during said transportation, includ-
12 ing embarkation and debarkation, have suffered the loss of
13 or damage to personal effects; and (7) operating personnel
14 and expenses to carry out the above purposes.

15 (b) The Administrator may allocate to any State, in
16 the manner provided in section 2, from the amount made
17 available by this section, such funds for labor supply centers
18 and other necessary services and facilities and for the feed-
19 ing of workers in such centers, as in his judgment may be
20 more advantageously applied by such State for the Federal
21 Government than by direct expenditure by the War Food
22 Administration. He is also authorized, in connection with
23 the purposes of this subsection, to loan to any State any labor
24 supply center and the facilities and equipment thereof,

1 owned by the United States, under such terms and condi-
2 tions as he may specify.

3 (c) Not more than 2 per centum of the combined sum
4 of the appropriation in Public Law 45, Seventy-eighth Con-
5 gress, and the direct appropriation in section 1 hereof shall
6 be available for administrative expenses of the Administrator
7 under such Public Law 45 and this Act, including (1) the
8 employment of persons and organizations, by contract or
9 otherwise, at the seat of government and elsewhere: (2)
10 purchase, exchange, operation, and maintenance of pas-
11 senger-carrying vehicles; (3) printing and binding; (4)
12 travel expenses of persons employed in administrative, super-
13 visory, or facilitating capacities within a foreign country
14 or from a foreign country to the United States and return,
15 including such expenses to first-duty stations; and (5) pay-
16 ment to or reimbursement of other agencies or individuals
17 for administrative expenses incurred by them.

18 (d) For the purpose of this Act, the Administrator is
19 authorized—

20 (1) to utilize the facilities, services, and personnel
21 of units and agencies within the Department of Agricul-
22 ture; to enter into agreements with other public or pri-
23 vate agencies or individuals; to utilize (pursuant to
24 such agreements) the facilities and services of such
25 agencies and individuals and to delegate to them func-

tions under this joint resolution; and to allocate or transfer funds to (in addition to the transfers authorized by the Department of Agriculture Appropriation Acts for the fiscal years 1944 and 1945), or otherwise to pay or reimburse such units, agencies, and individuals for expenses in connection therewith;

(2) to accept and utilize voluntary and uncompensated services; and

(3) to cooperate with the Secretary of State in the negotiation or renegotiation of agreements with foreign governments relating to the importation of workers into the United States.

LIMITATIONS

SEC. 4. (a) No part of the funds herein appropriated shall be expended for the transportation of any worker from the county where he resides or is working to a place of employment outside of such county without the prior consent in writing of the county extension agent of such county, if such worker has resided in such county for a period of one year or more immediately prior thereto and has been engaged in agricultural labor as his principal occupation during such period.

(b) No part of the funds herein appropriated, or heretofore appropriated or made available to any department or agency of the Government for the recruiting, transportation,

1 or placement of agricultural workers, shall be used directly or
2 indirectly to fix, regulate, or impose minimum wages or hous-
3 ing standards, to regulate hours of work, or to impose or en-
4 force collective-bargaining requirements or union member-
5 ship, with respect to any agricultural labor, except with re-
6 spect to workers imported into the United States from a
7 foreign country and then only to the extent required to comply
8 with agreements with the government of such foreign coun-
9 try: *Provided*, That nothing herein contained shall prevent
10 the expenditure of such funds in connection with the negotia-
11 tion of agreements with employers of agricultural workers
12 which may provide that prevailing wage rates shall be paid
13 for particular crops and areas involved and that shelter shall
14 be provided for such workers.

15 MISCELLANEOUS PROVISIONS

16 SEC. 5. (a) Funds appropriated by this Act may be
17 expended without regard to section 3709 of the Revised
18 Statutes.

19 (b) Any payments made by the United States or other
20 public or private agencies or employers to aliens brought
21 into the United States under this Act shall not be subject
22 to deduction or withholding under section 143 (b) of the
23 Internal Revenue Code.

24 (c) For the purpose of this Act—

1 (1) the term "State" includes Alaska, Hawaii, and
2 Puerto Rico;

3 (2) the term "worker" includes nationals of the
4 United States and aliens;

5 (3) the term "agricultural labor" includes any
6 services or activities included within the provisions of
7 section 3 (f) of the Fair Labor Standards Act of 1938
8 or section 1426 (h) of the Internal Revenue Code.

9 (d) Effective July 1, 1943, notwithstanding section 3
10 of the Act of June 29, 1936 (U. S. C., title 40, sec. 433),
11 receipts derived for the account of the United States from
12 the use and occupancy of agricultural labor supply centers,
13 including camps and facilities heretofore used by or under the
14 control of the Farm Security Administration, shall be de-
15 posited in the Treasury as miscellaneous receipts: *Provided*,
16 That all receipts derived from the furnishing of subsistence
17 to workers shall be credited to the appropriation in section 1
18 and be available for expenditure by the Administrator for the
19 replenishment of subsistence supplies and for expenses inci-
20 dent to the furnishing of such subsistence.

21 (e) The former Civilian Conservation Corps camps shall
22 be transferred without charge to the Administrator, to the
23 extent that he deems necessary to carry out the purposes of
24 this Act: *Provided*, That no such camp which is being

1 utilized by any other agency of the Government, or
2 which has been transferred to any State, county, mu-
3 nicipality, or nonprofit organization, shall be transferred to
4 the Administrator under this subsection without the consent
5 of such agency, State, county, municipality, or organization.

6 (f) Notwithstanding provisions of title I of the Social
7 Security Act, as amended (relating to grants to States for
8 old-age assistance), and of appropriations for payments
9 thereunder, in any case in which any State pays old-age as-
10 sistance to any individual at a rate not in excess of the rate
11 of old-age assistance paid to such individual during the month
12 of July 1943, any failure to take into consideration any in-
13 come and resources of such individual arising from agricul-
14 tural labor performed by him as an employee, or from labor
15 otherwise performed by him in connection with the raising or
16 harvesting of agricultural commodities, after the date of en-
17 actment of this Act and prior to the seventh cal-
18 endar month occurring after the termination of hostilities
19 in the present war, as proclaimed by the President shall
20 not be a basis of excluding payments made to such in-
21 dividual in computing payments made to States under section
22 3 of such title, of refusing to approve a State plan under sec-
23 tion 2 of such title, or of withholding certification pursuant
24 to section 4 of such title.

25 (g) In order to facilitate the employment by agricul-

1 tural employers in the United States of native-born residents
2 of North America, South America, and Central America, and
3 the islands adjacent thereto, desiring to perform agricultural
4 labor in the United States, during continuation of hostilities
5 in the present war, any such resident desiring to enter the
6 United States for that purpose shall be exempt from the
7 payment of head tax required by section 2 of the Immigra-
8 tion Act of February 5, 1917, and from other admission
9 charges, and shall be exempt from those excluding provisions
10 of section 3 of such Act which relate to contract laborers,
11 the requirements of literacy, and the payment of passage by
12 corporations, foreign government, or others; and any such
13 resident shall be admitted to perform agricultural labor in the
14 United States for such time and under such conditions (but
15 not including the exaction of bond to insure ultimate de-
16 parture from the United States) as may be required by regu-
17 lations prescribed by the Commissioner of Immigration and
18 Naturalization with the approval of the Attorney General;
19 and in the event such regulations require documentary evi-
20 dence of the country of birth of any such resident which he is
21 unable to furnish, such requirement may be waived by the
22 admitting officer of the United States at the point where such
23 resident seeks entry into the United States if such official has
24 other proof satisfactory to him that such resident is a native
25 of the country claimed as his birthplace. Each such resident

1 shall be provided with an identification card (with his photo-
2 graph and fingerprints) to be prescribed under such regula-
3 tions which shall be in lieu of all other documentary require-
4 ments, including the registration at time of entry or after
5 entry required by the Alien Registration Act of 1940. Any
6 such resident admitted under the foregoing provisions who
7 fails to maintain the status for which he was admitted or to
8 depart from the United States in accordance with the terms
9 of his admission shall be taken into custody under a warrant
10 issued by the Attorney General at any time after entry and
11 deported in accordance with section 20 of the Immigration
12 Act of February 5, 1917. Sections 5 and 6 of such Act shall
13 not apply to the importation of aliens under this Act. No
14 provision of this Act shall authorize the admission into the
15 United States of any enemy alien.

16 (h) When authorized by the Administrator, workers
17 under the program may be used in the packing, canning,
18 freezing, drying, or other processing of perishable or seasonal
19 fruits and vegetables.

20 (i) This Act shall take effect upon the date of its enact-
21 ment into law and shall thereupon supersede the Act of
22 April 29, 1943 (Public Law 45), to the extent that such
23 Act is inconsistent with this Act.

24 (j) This Act may be cited as the "Farm Labor Supply
25 Appropriation Act, 1944".

78TH CONGRESS
1ST SESSION

H. J. RES. 205

JOINT RESOLUTION

Making an appropriation to assist in providing
a supply and distribution of farm labor for
the calendar year 1944.

By Mr. CANNON of Missouri

DECEMBER 13, 1943

Referred to the Committee on Appropriations

78TH CONGRESS
1ST SESSION

H. J. RES. 208

IN THE HOUSE OF REPRESENTATIVES

DECEMBER 16, 1943 .

Mr. CANNON of Missouri introduced the following joint resolution; which was referred to the Committee on Appropriations

JOINT RESOLUTION

Making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944.

1 *Resolved by the Senate and House of Representatives*
2 *of the United States of America in Congress assembled,*
3 That there is hereby appropriated, out of any money in the
4 Treasury not otherwise appropriated, the sum of \$27,000,-
5 000, which sum, together with the amount appropriated
6 in the Act of April 29, 1943 (Public Law 45), shall be
7 merged into one fund, to remain available until December 31,
8 1944, and to be expended by the War Food Administrator
9 (hereinafter referred to as the "Administrator"), appointed
10 pursuant to Executive Order Numbered 9334, dated April
11 19, 1943, for assisting in providing an adequate supply of

1 workers for the production and harvesting of agricultural
2 commodities essential to the prosecution of the war, as
3 follows:

4 PAYMENTS TO STATES

5 SEC. 2. (a) For the purpose of assisting in providing an
6 adequate supply of workers for the production and harvesting
7 of agricultural commodities within the several States, the
8 Administrator shall apportion among the several States, on
9 the basis of need, not more than \$17,500,000 of the sum
10 appropriated by section 1 (including apportionments hereto-
11 fore made) and the sums so apportioned shall be available
12 for payment to such States for expenditure by the agricultural
13 extension services of the land-grant colleges in such States
14 in accordance with such agreements as may be entered
15 into by the Administrator and such extension services and
16 subject to the supervision of the Administrator. The pur-
17 poses for which such funds may be expended by such exten-
18 sion services shall include, among other things, (1) the
19 recruiting (including recruitment within the State of recruit-
20 ment for employment elsewhere), placement (including the
21 placement of workers as tenants or sharecroppers), and train-
22 ing of such workers; (2) transportation (including trans-
23 portation from State to State and within the State of recruit-
24 ment for employment elsewhere), supervision, subsistence,
25 protection, health and medical and burial services, and

1 shelter for such workers and their families and necessary per-
2 sonal property; (3) lease, repair, alteration, and operation of
3 labor supply centers and other necessary facilities and serv-
4 ices, including former Civilian Conservation Corps camps,
5 and not to exceed \$200,000 for the construction of labor
6 supply centers and other necessary facilities and services (not
7 to exceed \$40,000 for any one center); (4) advancing to
8 workers of sums due from employers within the United States
9 who are under contractual obligation to reimburse such ex-
10 tension services for such advances, the repayments from em-
11 ployers for such advances to be credited to the respective
12 funds apportioned to the States; (5) employment of person-
13 nel and other administrative expenses; (6) payment to or
14 reimbursement of other public or private agencies or in-
15 dividuals for furnishing services or facilities for such purposes;
16 and (7) rendering assistance with respect to the deferment
17 of agricultural labor, including among other things of in-
18 formation on the contribution that individuals subject to
19 selective service are making to agricultural production. Such
20 extension services may enter into agreements with other pub-
21 lic and private agencies and individuals and utilize the
22 facilities and services of such agencies and individuals in
23 carrying out the purposes of this section.

24 (b) The Administrator shall certify to the Secretary
25 of the Treasury, from time to time, the amounts to be

1 paid to each State under this section and the time or
2 times such amounts are to be paid; and the Secretary of
3 the Treasury shall pay to the State, at the time or times
4 fixed by the Administrator, the amounts so certified.

5 EXPENDITURE OF OTHER FUNDS

6 SEC. 3. (a) The funds appropriated by section 1 and not
7 apportioned by the Administrator among the several States
8 pursuant to section 2 shall be allotted by the Administrator to
9 the Office of Extension, War Food Administration, for ex-
10 penditures, of which not to exceed \$200,000 shall be available
11 for administrative expenses in the District of Columbia. The
12 purposes for which such funds may be expended shall include,
13 among other things, (1) the recruiting and transportation of
14 foreign workers and their families and necessary personal
15 property, within the United States and elsewhere; (2)
16 furnishing, by loans or otherwise, of health and medical and
17 burial services, training, subsistence, allowances, protection,
18 and shelter for such workers and their families, while en
19 route, including the furnishing of health and medical services
20 to agricultural workers and their families housed in any labor
21 supply center operated as a part of this program; (3) ad-
22 vancing to workers of sums due from employers within the
23 United States who are under contractual obligation to re-
24 imburse the United States for such advances, the repayments
25 from employers for such advances to be credited to the funds

1 available to the Administrator; (4) payments in lieu
2 of taxes on labor supply centers in accordance with the proce-
3 dure set forth in the Act of June 29, 1936 (40 U. S. C.
4 432) ; (5) determination and payment of claims (not exceed-
5 ing \$50 in any one case) of workers recruited in foreign
6 countries (a) who, in preparation for transportation to or
7 from the United States and subsequent failure of such trans-
8 portation, have suffered losses, or (b) who have been trans-
9 ported to the United States and during said transportation,
10 including embarkation and debarkation, have suffered the loss
11 of or damage to personal effects; and (6) operating personnel
12 and expenses to carry out the above purposes.

13 (b) The Administrator may allocate to any State, in
14 the manner provided in section 2, from the amount made
15 available by this section, such funds for labor supply centers
16 and other necessary services and facilities and for the feed-
17 ing of workers in such centers, as in his judgment may be
18 more advantageously applied by such State for the Federal
19 Government than by direct expenditure by the War Food
20 Administration. He is also authorized, in connection with
21 the purposes of this subsection, to loan to any State any labor
22 supply center and the facilities and equipment thereof,
23 owned by the United States, under such terms and condi-
24 tions as he may specify.

25 (c) Not more than \$200,000 of the combined sum

1 of the appropriation in Public Law 45, Seventy-eighth Con-
2 gress, and the direct appropriation in section 1 hereof shall
3 be available for obligation during the calendar year 1944
4 for administrative expenses of the Administrator under
5 such Public Law 45 and this Act, including (1) the
6 employment of persons and organizations, by contract or
7 otherwise, at the seat of government and elsewhere; (2)
8 purchase, exchange, operation, and maintenance of pas-
9 senger-carrying vehicles; (3) printing and binding; (4)
10 travel expenses of persons employed in administrative, super-
11 visory, or facilitating capacities within a foreign country
12 or from a foreign country to the United States and return,
13 including such expenses to first-duty stations; and (5) pay-
14 ment to or reimbursement of other agencies or individuals
15 for administrative expenses incurred by them.

16 (d) For the purpose of this Act, the Administrator is
17 authorized—

18 (1) to utilize the facilities, services, and personnel
19 of units and agencies within the Department of Agricul-
20 ture; to enter into agreements with other public or pri-
21 vate agencies or individuals; to utilize (pursuant to
22 such agreements) the facilities and services of such
23 agencies and individuals and to delegate to them func-
24 tions under this joint resolution; and to allocate or
25 transfer funds to (in addition to the transfers author-

ized by the Department of Agriculture Appropriation Acts for the fiscal years 1944 and 1945), or otherwise to pay or reimburse such units, agencies, and individuals for expenses in connection therewith;

(2) to accept and utilize voluntary and uncompensated services; and

(3) to cooperate with the Secretary of State in the negotiation or renegotiation of agreements with foreign governments relating to the importation of workers into the United States.

LIMITATIONS

SEC. 4. (a) No part of the funds herein appropriated shall be expended for the transportation of any worker from the county where he resides or is working to a place of employment outside of such county without the prior consent in writing of the county extension agent of such county, if such worker has resided in such county for a period of one year or more immediately prior thereto and has been engaged in agricultural labor as his principal occupation during such period.

(b) No part of the funds herein appropriated, or heretofore appropriated or made available to any department or agency of the Government for the recruiting, transportation, or placement of agricultural workers, shall be used directly or indirectly to fix, regulate, or impose minimum wages or hous-

1 ing standards, to regulate hours of work, or to impose or en-
2 force collective-bargaining requirements or union member-
3 ship, with respect to any agricultural labor, except with re-
4 spect to workers imported into the United States from a
5 foreign country and then only to the extent required to comply
6 with agreements with the government of such foreign coun-
7 try: *Provided*, That nothing herein contained shall prevent
8 the expenditure of such funds in connection with the negotia-
9 tion of agreements with employers of agricultural workers
10 which may provide that prevailing wage rates shall be paid
11 for particular crops and areas involved and that shelter shall
12 be provided for such workers.

13 MISCELLANEOUS PROVISIONS

14 SEC. 5. (a) Funds appropriated by this Act may be
15 expended without regard to section 3709 of the Revised
16 Statutes.

17 (b) Any payments made by the United States or other
18 public or private agencies or employers to aliens brought
19 into the United States under this Act shall not be subject
20 to deduction or withholding under section 143 (b) of the
21 Internal Revenue Code.

22 (c) For the purpose of this Act—

23 (1) the term "State" includes Alaska, Hawaii, and
24 Puerto Rico;

(2) the term "worker" includes nationals of the United States and aliens;

(3) the term "agricultural labor" includes any services or activities included within the provisions of section 3 (f) of the Fair Labor Standards Act of 1938 or section 1426 (h) of the Internal Revenue Code.

(d) Effective July 1, 1943, notwithstanding section 3 of the Act of June 29, 1936 (U. S. C., title 40, sec. 433), receipts derived for the account of the United States from the use and occupancy of agricultural labor supply centers, including camps and facilities heretofore used by or under the control of the Farm Security Administration, shall be deposited in the Treasury as miscellaneous receipts: *Provided*, That all receipts derived from the furnishing of subsistence to workers shall be credited to the appropriation in section 1 and be available for expenditure by the Administrator for the replenishment of subsistence supplies and for expenses incident to the furnishing of such subsistence.

(e) The former Civilian Conservation Corps camps shall be transferred without charge to the Administrator, to the extent that he deems necessary to carry out the purposes of this Act: *Provided*, That no such camp which is being utilized by any other agency of the Government, or which has been transferred to any State, county, mu-

1 municipality, or nonprofit organization, shall be transferred to
2 the Administrator under this subsection without the consent
3 of such agency, State, county, municipality, or organization.

4 (f) Notwithstanding provisions of title I of the Social
5 Security Act, as amended (relating to grants to States for
6 old-age assistance), and of appropriations for payments
7 thereunder, in any case in which any State pays old-age as-
8 sistance to any individual at a rate not in excess of the rate
9 of old-age assistance paid to such individual during the month
10 of July 1943, any failure to take into consideration any in-
11 come and resources of such individual arising from agricul-
12 tural labor performed by him as an employee, or from labor
13 otherwise performed by him in connection with the raising or
14 harvesting of agricultural commodities, after the date of en-
15 actment of this Act and prior to the seventh cal-
16 endar month occurring after the termination of hostilities
17 in the present war, as proclaimed by the President shall
18 not be a basis of excluding payments made to such in-
19 dividual in computing payments made to States under section
20 3 of such title, of refusing to approve a State plan under sec-
21 tion 2 of such title, or of withholding certification pursuant
22 to section 4 of such title.

23 (g) In order to facilitate the employment by agricul-
24 tural employers in the United States of native-born residents
25 of North America, South America, and Central America, and

1 the islands adjacent thereto, desiring to perform agricultural
2 labor in the United States, during continuation of hostilities
3 in the present war, any such resident desiring to enter the
4 United States for that purpose shall be exempt from the
5 payment of head tax required by section 2 of the Immigra-
6 tion Act of February 5, 1917, and from other admission
7 charges, and shall be exempt from those excluding provisions
8 of section 3 of such Act which relate to contract laborers,
9 the requirements of literacy, and the payment of passage by
10 corporations, foreign government, or others; and any such
11 resident shall be admitted to perform agricultural labor in the
12 United States for such time and under such conditions (but
13 not including the exaction of bond to insure ultimate de-
14 parture from the United States) as may be required by regu-
15 lations prescribed by the Commissioner of Immigration and
16 Naturalization with the approval of the Attorney General;
17 and in the event such regulations require documentary evi-
18 dence of the country of birth of any such resident which he is
19 unable to furnish, such requirement may be waived by the
20 admitting officer of the United States at the point where such
21 resident seeks entry into the United States if such official has
22 other proof satisfactory to him that such resident is a native
23 of the country claimed as his birthplace. Each such resident
24 shall be provided with an identification card (with his photo-
25 graph and fingerprints) to be prescribed under such regula-

1 tions which shall be in lieu of all other documentary require-
2 ments, including the registration at time of entry or after
3 entry required by the Alien Registration Act of 1940. Any
4 such resident admitted under the foregoing provisions who
5 fails to maintain the status for which he was admitted or to
6 depart from the United States in accordance with the terms
7 of his admission shall be taken into custody under a warrant
8 issued by the Attorney General at any time after entry and
9 deported in accordance with section 20 of the Immigration
10 Act of February 5, 1917. Sections 5 and 6 of such Act shall
11 not apply to the importation of aliens under this Act. No
12 provision of this Act shall authorize the admission into the
13 United States of any enemy alien.

14 (h) When authorized by the Administrator, workers
15 under the program may be used in the packing, canning,
16 freezing, drying, or other processing of perishable or seasonal
17 fruits and vegetables.

18 (i) This Act shall take effect upon the date of its enact-
19 ment into law and shall thereupon supersede the Act of
20 April 29, 1943 (Public Law 45), to the extent that such
21 Act is inconsistent with this Act.

22 (j) This Act may be cited as the "Farm Labor Supply
23 Appropriation Act, 1944".

78TH CONGRESS
1ST Session

H. J. RES. 208

JOINT RESOLUTION

Making an appropriation to assist in providing
a supply and distribution of farm labor for
the calendar year 1944.

By Mr. CANNON of Missouri

DECEMBER 16, 1943

Referred to the Committee on Appropriations

and include an editorial by A. H. Stone, of Mississippi, on post-war plans and planning. The Public Printer advises that the cost is \$112.50 or \$22.50 in excess of the usually allowed 4,000 words. I ask unanimous consent that notwithstanding the cost the article be included in the Appendix.

The SPEAKER. Is there objection? There was no objection.

[The matter referred to appears in the Appendix.]

Mr. ELLIOTT. Mr. Speaker, I ask unanimous consent to extend my remarks and place in the RECORD a statement by Hon. Sumner Welles, which appeared in the New York Herald Tribune.

The SPEAKER. Is there objection? There was no objection.

[The matter referred to appears in the Appendix.]

Mr. RANKIN. Mr. Speaker, I ask unanimous consent to extend my remarks in the RECORD on the development of hydroelectric power in South America.

The SPEAKER. Is there objection? There was no objection.

[The matter referred to will appear hereafter in the Appendix.]

FARM LABOR

Mr. CANNON of Missouri. Mr. Speaker, I ask unanimous consent that following the disposition of business on the Speaker's table today, it be in order to consider House Joint Resolution 208, the farm labor bill, under the rules of the House.

The SPEAKER. Is there objection?

Mr. FISH. Reserving the right to object—

Mr. SABATH. I reserve the right to object.

Mr. FISH. Mr. Speaker, reserving the right to object, the purpose of the request is that you want to waive a rule and bring it up by unanimous consent?

Mr. CANNON of Missouri. It is important that the bill be considered before the holidays, as all appropriations expire with the calendar year on December 31. I took up the matter yesterday with my good friend the chairman of the Committee on Rules and must have misunderstood him as I had the impression he told me the representatives of the Committee on Appropriations could appear before the Committee on Rules at 11:30 this morning. Of course, we could not have taken it up sooner as the bill was not ordered reported and application for a rule authorized until noon yesterday.

I had consulted also with the Speaker and the majority leader, and it was our expectation to call the bill up for consideration this afternoon if a rule was granted for that purpose. However, when we appeared before the Committee on Rules this morning in accordance with our understanding, the Committee on Rules was not in session and the chairman could not be reached. On that account it is necessary to ask unanimous consent for consideration as this is not a general appropriation bill and not privi-

leged for immediate consideration under the rules.

Mr. FISH. As far as I am concerned, I am glad to waive the rule, as an individual.

[Mr. CANNON of Missouri addressed the House. His remarks will appear hereafter in the Appendix.]

The SPEAKER. Is there objection to the request of the gentleman from Missouri [Mr. CANNON]?

Mr. HOFFMAN. Well, Mr. Speaker, I will object until I know what it is all about.

Mr. TABER. Will the gentleman withhold that for a minute?

Mr. HOFFMAN. Yes.

The SPEAKER. Let the Chair state the request. The gentleman from Missouri [Mr. CANNON] asked unanimous consent to take up House Joint Resolution 208 and consider it under the general rules of the House.

Is there objection?

Mr. SABATH. Mr. Speaker, reserving the right to object, if I am not mistaken this is the resolution about which the gentleman from Missouri appeared this morning about 11 o'clock before the Rules Committee. Unfortunately, I had an appointment with Judge Marvin Jones, a former Member of this House, who now has something to do with agriculture. While I was in conference with Judge Jones on some matters with reference to agriculture and the high prices that are being charged to the consumer, I was informed that the gentleman from Missouri [Mr. CANNON] and several other outstanding members of that committee appeared and urged a rule. Unfortunately, we are not always in session. We like to please the gentleman from Missouri, and the Appropriations Committee, but we naturally must know something about legislation that is proposed to be considered in order to grant a rule. This is an important bill. It calls for about \$31,000,000 for the purpose of providing automobiles for transporting laborers and I do not think there is immediate need for this legislation. I feel that due consideration should be given this legislation and I think it might better be held until we get back.

Mr. ELLIOTT. Mr. Speaker, will the gentleman yield?

Mr. SABATH. I yield.

Mr. ELLIOTT. I would like to say to the gentleman from Illinois, that it is very important at this time that we do consider this legislation. The means of providing money for the importation of Mexican labor to the State of California at the present time is imperative. We are using 12,000 of those workers. About 6,000 will be brought to the State of California the 1st day of January. Additional thousands of those workers will be needed in the month of January and February. Unless this legislation is passed before the Congress recesses, or before the first of the year, we will have to send back the present labor that is now in the State of California before the 31st day of December 1943. It is imperative that we do have this legislation passed as soon as possible. The people

of the State of California are putting their seed in the ground now for 1944. They want to have some assurance that this labor will be available, before placing their seed in the ground to produce these foodstuffs.

Mr. SABATH. Mr. Speaker, answering the gentleman, I want to say that I am familiar with the labor conditions, and particularly with farm labor in California, and have been for many years. I know that some labor has been imported into California, into the sugar-beet sections, and also into the southern cotton-picking sections. I do not object to bringing in labor to produce food, but I do object to expending \$31,000,000 to provide for 37,000 men who are already here. It should not require that amount of money. Further, if a lot of the farm boys would remain on the farms instead of leaving to work in the plants in the cities we would not need to import Mexican, or any other, labor. Even before the war there was always a demand on the part of the cotton growers and sugar-beet growers for Mexican laborers. I am satisfied that the small farmers and growers are not demanding this legislation. It is the great big ranchers, grove and farm owners with extensive holdings running into thousands of acres, who seek this legislation. I wonder, Mr. Speaker, how many of the laborers who will be available under the provisions of this bill will be employed by former President Hoover on his thousand-or-more-acre farm in San Joaquin Valley and on the farms of other extensive landowners in California. However, in view of the fact that the gentleman from California [Mr. ELLIOTT] says that the food supply depends on this legislation, I am not going to object.

I hope that if we have to pay transportation for farm labor that the farmers will not come in again and demand a still further increase in the price of their products, which are already extremely high.

Mr. O'CONNOR. Mr. Speaker, will the gentleman yield?

Mr. SABATH. I yield.

Mr. O'CONNOR. We saw the gentleman from Missouri [Mr. CANNON], yesterday maneuver around in a parliamentary procedure which defeated the \$2,000,000 item for reclamation purposes. If we had gotten that through, the results which would be accomplished would have made it unnecessary to have all of this foreign labor. Many of the projects have already been begun and are partly finished, but the gentleman knocked them out. While I have the floor for a minute I want to say that I do not like the odor of the way this bill has been brought in here. For instance, right on the top of the report we have in big red letters "For Release When Bill Is Reported." How can 435 Members know anything about what is before them when they do not get the report until the morning of the day that the bill is brought to the floor? This is an unfair practice.

Mr. SABATH. Mr. Speaker, as I stated, having explained my viewpoint, I will not insist upon my objection if

the membership is satisfied that it should be taken up today, in view of the fact that they desire to go home and show the farmers what good has been done and what additional money has been appropriated for their welfare. I have no objection.

Mr. RANKIN. Mr. Speaker, reserving the right to object, and I shall not object, I certainly do not want the statement of the gentleman from Illinois [Mr. SABATH] to the effect that the farmers are being overpaid for their products to go into the Record unchallenged for the intelligent American people to read with disgust.

Mr. SABATH. If I felt this would only go to the intelligent and fair-minded people, I would not have said it. I know that the farmers have more money today than they know what to do with. They never have been so prosperous as they are now. Even the dairy farmers in the gentleman's district in Mississippi and the people of his State are more prosperous today than ever before. In fact, that is true of every State in the Union. I have not heard a single farmer complain that he has not obtained a greater price for everything he has produced. Consequently I do not like to have the gentleman make a statement that the intelligent people would not understand. I know the intelligent people understand. It is the uninformed who do not know that the farmers are getting more. I know they do not get all the money and that the profiteers are getting a great deal of it. I know the wholesalers and commissionmen are just as guilty as the farmers, but the poor unfortunate consumer is obligated to pay the bills, and unfortunately he does not receive sufficient compensation for his work to make both ends meet.

Mr. RANKIN. Mr. Speaker, reserving the right to object, if that is the opinion that prevails in Chicago, God save the farmers from such influences. The consumer is paying less per dollar for his food and clothing today to the farmers who produce it than ever before in the history of the country. The farmers of this Nation are working harder, struggling more, and furnishing more of their sons to the service in proportion, and getting less for their labor than any other people under the American flag. I am not going to sit here and permit these statements to go into the Record unchallenged. When the gentleman from Illinois [Mr. SABATH] says that the farmers of the South are more prosperous than they have ever been before, he certainly either does not know, or he does not care about the enormous burdens the farmers of the South and West are now carrying.

Mr. Speaker, I have heard enough. I am going to demand the regular order.

The SPEAKER. The regular order has been demanded. Is there objection to the request of the gentleman from Missouri [Mr. CANNON]?

There was no objection.

The SPEAKER. The Chair will now recognize Members to extend their remarks and to proceed for 1 minute.

THE RETURN OF PRESIDENT ROOSEVELT TO THE WHITE HOUSE

Mr. McCORMACK. Mr. Speaker, I ask unanimous consent to address the House for 1 minute and to revise and extend my remarks.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

Mr. McCORMACK. Mr. Speaker, I know that the people of the country are greatly pleased with the return of our brave President to the United States and to the White House. We are all proud of the great leadership that he has displayed during this war.

We all take great pride in the outstanding courage that he has evidenced as shown by the historic trip that he has just completed, and the historic results that have and will flow from the two conferences that took place at Cairo and Tehran. The conference at Cairo was for the purpose of the United Nations agreeing to smash the Japs. The conference at Tehran was for the purpose of the United Nations agreeing on action to smash Nazi Germany. Those conferences were not only for the purpose of the successful conduct of the war, but after the war is over to try to establish conditions based upon the self-interest of nations and our own self-interest, that will assure permanent peace in the future.

In connection with that I was particularly impressed with an informal remark made by President Roosevelt in an informal but important speech to the Nation's soldiers in Iran, when he said:

That the purpose of the conference was twofold. The first was to lay military plans for cooperation between the three nations looking toward the winning of the war just as fast as we possibly can, and I think we have made progress toward that end.

He later said:

The other purpose was to talk over world conditions after the war, to try to plan for a world for us and for our children when war would cease to be a necessity.

And then he said:

We have made great progress in that also.

To me that is the most significant statement, practical statement—the determination to win the war, and thereafter, in a practical manner, to win the peace.

Without regard to political party, as Americans, we are all proud of our President's trip and its results, of his brilliant and courageous leadership, and we are all glad to see him back in the White House again.

The SPEAKER. The time of the gentleman from Massachusetts [Mr. McCORMACK] has expired.

OUR MEN AND WOMEN IN THE ARMED FORCES

Mrs. BOLTON. Mr. Speaker, I ask unanimous consent to address the House for 1 minute.

The SPEAKER. Is there objection?

There was no objection.

Mrs. BOLTON. Mr. Speaker, as the days of what we have called the holiday season draw near it comes to us all that

the word rings rather hollow as we speak it. Out there in the far reaches of the battle fronts our men and our women anticipate no holiday. Grimly they face the task of winning the war—lonesome and nostalgic their hearts ache for their homes, for their loved ones—for the America whose flag of freedom and opportunity their young hands hold so high.

Fellow Members of the House of Representatives of this America they serve so completely, are they less Americans because they are in uniform? Are they less citizens because they are outside the boundaries of these United States? Have they not the right to expect of us who represent them here some action that will make possible a mechanism whereby they will be able to exercise their inalienable right to vote in the coming election?

It is inconceivable to me that we should permit selfish interest to prevent the passage of some form of legislation that will secure to them their right of franchise unbiased and free.

Tragically true it is that there are those who would so forget the high privilege of their public service as to be attempting to devise ways to vote the soldier rather than to make possible the soldier vote.

How dare we fail these men of ours out there in the jungles, in the foxholes, in the bleak frozen north, in the rain-drenched south. Have we not enough courage to dare to do right? Are we so unworthy of the freedom that has been ours that we cannot, for this moment at least, forget all our differences, remembering only our common aims, our common dreams? Stripped of our varied formulas cannot we upon whom rests an almost intolerable burden of responsibility, cannot we find at least the shadow of their courage and their selflessness?

I would be unworthy not only of my privileged opportunity for service in this House but also of my womanhood did I not rise to speak for all these millions whom we have called to the colors for the duration of the most terrible war of all time or until the moment when their unready souls are hurled back into the vast unknown.

If we go home to our constituencies in these next days let us do so in great humility of spirit and let us return filled with fresh courage and new determination to give our men and women in and with the armed forces a clear method by which they may vote in the coming elections—so assuring them that the freedom talked about over so many radio bands is not a joke, but a glorious reality.

RAILROAD WAGES

The SPEAKER. The gentleman from New York is recognized.

Mr. FISH. Mr. Speaker, I ask unanimous consent to address the House for 1 minute.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

Mr. FISH. Mr. Speaker, I do not believe that the Congress has any right to adjourn today over the New Year

The **SPEAKER**. Is there objection to the request of the gentleman from Missouri [Mr. **FLOESER**]?

There was no objection.

POSITION OF AMERICAN LEGION ON ADJUSTED COMPENSATION BILL

Mr. **FLOESER**. Mr. Speaker, this morning I received a letter from the national legislative committee of the American Legion, which reads as follows:

DECEMBER 16, 1943.

Hon. **WALTER G. FLOESER**,
House of Representatives,
Washington, D. C.

DEAR CONGRESSMAN **FLOESER**: Attached is copy of the statement released today and we will appreciate it if you will read it into the CONGRESSIONAL RECORD upon receipt.

Thanking you, I am,

F. M. SULLIVAN,
Executive Director,
National Legislative Committee.

The enclosure is as follows:

The American Legion is not a party to any "groups representing the veterans" whose insistence on further hearings on an adjusted compensation bill is blamed by Chairman **ANDREW J. MAY**, of the House Military Affairs Committee, as the reason for delay in immediate House consideration of the urgently needed veterans' mustering-out pay legislation.

Mr. **MAY** erroneously named the American Legion as one of the veterans' groups to whose request for additional hearings he had deferred immediate action on mustering-out pay in an explanation on the floor of the House December 15.

The American Legion has supported the principles of mustering-out pay, particularly as incorporated in the original May bill, H. R. 3742, and, since conclusion of hearings by both Houses of Congress, urges passage of this legislation before Christmas.

PERMISSION TO ADDRESS THE HOUSE

Mr. **POAGE**. Mr. Speaker, I ask unanimous consent to proceed for 1 minute.

The **SPEAKER**. Is there objection to the request of the gentleman from Texas [Mr. **POAGE**]?

There was no objection.

EXTENSION OF COMMODITY CREDIT CORPORATION

Mr. **POAGE**. Mr. Speaker, it is expected that within a reasonably short time the other body will send us a resolution to continue in existence the Commodity Credit Corporation for a period of 60 days from the first of the year. I recognize that if the other body does not choose to make a decision on the matter of general consumer subsidies, it is not our responsibility, although action should have already been taken so that the farmers of the Nation might know what they may plant the coming season. If we are to expect our farmers to produce, we should let them know what our farm program is to be, but Marvin Jones and his associates cannot announce a farm program until this Congress takes final action on the question of subsidies. We must let the Department of Agriculture know whether we want the farmer to get a fair price in the market place or whether we want him to depend on a dole from the Public Treasury. I think he should have a fair price in the market place, but, regardless of that, he must know what he can expect.

Mr. Speaker, within less than 60 days we will be planting corn in Texas and the farmers ought to know what the program is going to be, whether it be subsidies or no subsidies. We should not extend this time as long as 60 days. This whole issue was discussed in June. On July 2, 1943, the life of the Commodity Credit Corporation was extended for 6 months with the understanding that within that time definite action would be taken on the question of consumer subsidies. The committee in the House reported a bill approximately 6 weeks or 2 months ago. I believe it took 3 weeks before the bill was considered by the House, but even so, it was sent to the other body several weeks ago. Why should it be necessary for that body to delay action? I know of no reason why they should not act before Christmas. I am ready to stay here just as long as it takes to dispose of this measure, but I realize that the other body is not going to act until next year. We must, as a practical matter, agree to a continuation of the Commodity Credit Corporation past the first of the year, but why should we delay so long? There is no necessity for allowing a continuation of more than a reasonable time after the other body reconvenes next month, and I hope that the House of Representatives will not be a party to extending the time to an unreasonable limit.

PERMISSION TO ADDRESS THE HOUSE

Mr. **EBERHARTER**. Mr. Speaker, I ask unanimous consent to proceed for 1 minute.

The **SPEAKER**. Is there objection to the request of the gentleman from Pennsylvania [Mr. **EBERHARTER**]?

There was no objection.

THE RANKIN BILL

Mr. **EBERHARTER**. Mr. Speaker, I was pleased to learn from the well of the House this morning that the Committee on Election of President, Vice President, and Representatives in Congress has been working very hard to report out a bill which will be satisfactory insofar as giving a vote to the soldiers is concerned. I sincerely hope, however, that that committee will not conclude to report out the so-called Rankin bill.

Mr. Speaker, proponents of the so-called Rankin bill contend that it would be helpful toward giving the soldiers and sailors the right to vote. A close reading of the Rankin bill shows there is no clause in it which directly affects soldiers and sailors. The bill merely makes recommendations to the States which, if not followed by the States, nullifies every provision of the bill.

Mr. Speaker, I ask whether the Legislature of Mississippi will follow the recommendation of Congress on this subject, or will it treat our recommendation with the same respect that we would accord a resolution of that State's legislature on the same subject.

The answer to that question I leave to those who are following the leadership of the gentleman from Mississippi [Mr. **RANKIN**].

PERMISSION TO ADDRESS THE HOUSE

Mr. **LANE**. Mr. Speaker, I ask unanimous consent to proceed for 1 minute.

The **SPEAKER**. Is there objection to the request of the gentleman from Massachusetts [Mr. **LANE**]?

There was no objection.

THE RETURN OF THE PRESIDENT OF THE UNITED STATES

Mr. **LANE**. Mr. Speaker, our President has just returned from a 20,000 mile journey, a journey whose principal effect has been to secure complete and explicit unity with our allies in the prosecution of the war. This unity will undoubtedly strike despair and confusion into the already wavering Berlin-Tokyo Axis and will for this reason alone materially hasten the day of victory. Time alone will testify to the epochal importance of this historic journey of our President, but the decisions reached and the concord achieved will, we know now, initiate the final blow which will surely result in the confusion, humiliation, and unconditional surrender of our enemies. And greater harmony at home, so greatly needed, will be effected too, since the irresponsible hints of the New York-Chicago-San Simeon propaganda axis, at a separate Russo-German peace have been revealed as malicious misrepresentations.

A greater and more perfect unity here at home is bound to result with the effective removal of every possible ground for suspicion and mistrust. Our President, safely returned, richly deserves an affectionate welcome and a hearty vote of thanks for these two benefits, if for nothing more.

EXTENSION OF REMARKS

Mr. **GOSSETT** asked and was given permission to extend his own remarks in the Appendix of the RECORD.

PERMISSION TO ADDRESS THE HOUSE

Mr. **RANKIN**. Mr. Speaker, I ask unanimous consent to proceed for 1 minute and to revise and extend my own remarks in the RECORD.

The **SPEAKER**. Is there objection to the request of the gentleman from Mississippi [Mr. **RANKIN**]?

There was no objection.

[Mr. **RANKIN** addressed the House. His remarks appear in the Appendix of today's RECORD.]

PERMISSION TO ADDRESS THE HOUSE

Mr. **GROSS**. Mr. Speaker, I ask unanimous consent to proceed for 1 minute and to revise and extend my own remarks in the RECORD.

The **SPEAKER**. Is there objection to the request of the gentleman from Pennsylvania [Mr. **GROSS**]?

There was no objection.

THE SITUATION OF THE FARMERS

Mr. **GROSS**. Mr. Speaker, I cannot let go unchallenged the statement of the gentleman from Illinois a while ago when he said that the guilty farmers have more money now than they have ever had before and more than they know what to do with. I want to tell him and his kind that the farmers in this country

are not guilty and they do not feel guilty. During years and years we have farmed through a down market and kept them supplied with their victuals. Now when the market has increased a little we are the victims of such malicious attacks as made by him.

Mr. Speaker, I want to say that the farmers of this country are going farther than any other group in the country to bring this war to a definite conclusion by keeping the home front and the men on the front fed and we are going to continue to do that. Such slanderous attacks as made here today will not help the situation.

The gentleman from Chicago would do well to explain to the House and the farmers of the country as to why he and the administration continue to fight to maintain lending agencies for the farmers when, as he says, the farmers have more money than they know what to do with. He might explain why they have set up numerous agencies for this purpose and made it possible to borrow from one lending agency to pay off their obligation to another, thus getting the farmer deeper and deeper in debt.

PERMISSION TO ADDRESS THE HOUSE

Mr. SABATH. Mr. Speaker, I ask unanimous consent to address the House for 1 minute and to revise and extend my own remarks in the RECORD.

The SPEAKER. Is there objection to the request of the gentleman from Illinois [Mr. SABATH]?

There was no objection.

THE SITUATION OF THE FARMERS

Mr. SABATH. Mr. Speaker, a few minutes ago the gentleman from Mississippi [Mr. RANKIN] brusquely sought to deny the prosperity of the farmers. He was followed by the gentleman from Massachusetts [Mr. GIFFORD] who states that the present prosperity is due to our increased indebtedness and to the money that we are borrowing.

The gentleman from Iowa [Mr. CROSS] also attempted to deny the prosperity of the farmers and sought to imply that I made unjust charges and that I envied their prosperity.

First, to the gentleman from Iowa I will say that far from envying the prosperity of the farmers, most emphatically it gratifies me that they are prosperous. But I do resent the effort of those who speak in their behalf in attempting to deny the truth of their genuine prosperity. The truth hurts. I am attempting only to give facts and stick to the truth in every instance. There is no justification for denying that the farmers are prosperous and I do not approve of the apparent attempt to conceal that fact. The farmers in the last few years have paid up practically all of their mortgages and now have more money in banks than ever before. This is borne out by statistics and reports from the banks in every section of the country. Of course some people are never satisfied, but surely the farmers, particularly, should at this time be not only satisfied but grateful and thankful for the prosperity they are now having abundantly under the Democratic administration of President Roosevelt.

The distinguished gentleman from Massachusetts [Mr. GIFFORD] who generally is most fair and highly intelligent resents my calling attention from time to time to the general prosperity of the country, and asserts this prosperity is due to the fact that the country has borrowed and owes huge sums. It is indeed for every intelligent businessman to acknowledge that generally the most prosperous business organizations have been successful in their financing by wisely utilizing their borrowing capacity. Frequently the more money they borrow the greater the increase in size of their plants and the volume of their business and profits.

The gentleman from Mississippi [Mr. RANKIN] resents, as usual, the disclosure of the real facts with regard to the farmers of his State. To him I say that the people and farmers of his district and of the whole State of Mississippi are enjoying greater prosperity than ever before. The reports show that there is more money in the banks there than ever before in the history of that State. And I think he should be willing to acknowledge this condition. Of course, I know that he has been peeved because the gentleman from Pennsylvania [Mr. EBERHARTER] who is unafraid at all times to call a spade a spade, has got under his hide in charging that he was trying to deprive the soldiers of their right to vote. I am well aware of his contention in opposing the bill reported by the Committee on Election of President, Vice President, and Representatives in Congress in asserting that it would affect the rights of the States and he also harps on the Constitution.

He cannot deny and he should know that the Constitution gives every citizen in the United States the right to vote. While he professes friendship for the soldiers, yet in the last Congress he sought to bring about the defeat of the bill giving them the right to vote, and again at this session is repeating his performance and would deny the voting privilege to our brave soldiers. Oh, I hear him and others say, just wait until the boys come home—yes, just wait until the boys come home, but I charge that while they are away fighting it is grossly unfair to deprive them of their great privilege and right to cast their votes and to register their approval or disapproval as to general conditions at home. The Lucas-Green-Worley bill definitely provides the machinery for the members of our armed forces to exercise their right to vote and any attempt to amend it can only be construed as an effort to sabotage the right of the soldiers to vote.

PERMISSION TO ADDRESS THE HOUSE

Mr. RANDOLPH. Mr. Speaker, I ask unanimous consent to proceed for 1 minute.

The SPEAKER. Is there objection to the request of the gentleman from West Virginia [Mr. RANDOLPH]?

There was no objection.

THE FIRST AIRPLANE FLIGHT BY THE WRIGHT BROTHERS

Mr. RANDOLPH. Mr. Speaker, if the tides which flow in from the seas and the winds which sweep down from the

dunes are in a historical mood this morning, they will pause briefly to pay tribute to the memory of Wilbur and Orville Wright.

It was 40 years ago at 11 a. m. that these young men from the State of Ohio took that frail craft and kept it in the air for 59 seconds over the sands of Kitty Hawk, N. C. They gave not only the theory but the practicability of flying to the world. Madmen and maniacs have distorted the instrument which they meant to give mankind for good.

Today as final victory is being approached by the power of Allied air might, we can look forward to the dream of the Wright brothers and know that this instrument of flying will be not only the winner of the war but the keeper forever of the peace.

EXTENSION OF REMARKS

Mr. WORLEY. Mr. Speaker, I ask unanimous consent to extend my own remarks in the RECORD and to include an editorial from the Silver Spring (Md.) News on the soldier vote.

The SPEAKER. Is there objection to the request of the gentleman from Texas [Mr. WORLEY]?

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. WEICHEL of Ohio. Mr. Speaker, I ask unanimous consent to extend my own remarks in the RECORD.

The SPEAKER. Is there objection to the request of the gentleman from Ohio [Mr. WEICHEL]?

There was no objection.

[The matter referred to appears in the Appendix.]

PERMISSION TO ADDRESS THE HOUSE

Mr. LEWIS. Mr. Speaker, I ask unanimous consent to proceed for 1 minute and to revise and extend my own remarks in the RECORD.

The SPEAKER. Is there objection to the request of the gentleman from Ohio [Mr. LEWIS]?

There was no objection.

[Mr. LEWIS addressed the House. His remarks appear in the Appendix of today's RECORD.]

Mr. HOFFMAN. Mr. Speaker, I ask unanimous consent to proceed for 1 minute and to revise and extend my own remarks in the RECORD.

The SPEAKER. Is there objection to the request of the gentleman from Michigan [Mr. HOFFMAN]?

There was no objection.

THE RETURN OF THE PRESIDENT OF THE UNITED STATES

Mr. HOFFMAN. Mr. Speaker, I am sure that the minority can join with the majority this morning in expressing their thankfulness and their pleasure in the fact that the President of the United States has returned safely and in good health. We are not only glad because he is back, because he is in good health, but we are glad that he brought with him Harry Hopkins, who perhaps can explain why it is if—the statement of the gentleman from Illinois [Mr. SABATH]—we

have this great prosperity that he talks about, it is necessary to ask for subsidies to drive down the cost of living. The gentleman intimated that everyone had plenty of money, and yet he advocates subsidies. That is something that seems inconsistent to me, and I would like to have it explained.

EXTENSION OF REMARKS

Mr. BULWINKLE. Mr. Speaker, I ask unanimous consent to revise and extend my remarks and insert an address by the Honorable Nelson A. Rockefeller, at the American Legion dinner in Washington recently.

The SPEAKER. Is there objection?
There was no objection.

[The matter referred to appears in the Appendix.]

Mr. SULLIVAN. Mr. Speaker, I ask unanimous consent to extend my remarks in the RECORD and include two newspaper articles.

The SPEAKER. Is there objection?
There was no objection.

[The matter referred to appears in the Appendix.]

Mr. RANKIN. Mr. Speaker, I ask unanimous consent that in revising and extending my remarks I may insert a radio address on the subject of the soldiers' vote bill which I am going to make over radio station WRC tonight at 7:30 p. m.

The SPEAKER. Is there objection?
There was no objection.

FARM LABOR SUPPLY BILL

Mr. CANNON of Missouri. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the state of the Union for the consideration of House Joint Resolution 208, the farm labor-supply bill; and pending that motion I would like to get some understanding from the gentleman from New York [Mr. TABER] as to the time they would need for general debate.

Mr. TABER. I think an hour, equally divided, ought to take care of it.

Mr. CANNON of Missouri. Pending the previous motion I ask unanimous consent that general debate on the bill be limited to 1 hour, one-half to be controlled by the gentleman from New York [Mr. TABER] and one-half by myself.

The Clerk read the title of the House joint resolution.

The SPEAKER. Is there objection to the request of the gentleman from Missouri?

There was no objection.

The SPEAKER. The question is on the motion of the gentleman from Missouri.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House on the state of the Union, for the consideration of House Joint Resolution 208, with Mr. THOMASON in the chair.

By unanimous consent the first reading of the resolution was dispensed with.

Mr. CANNON of Missouri. Mr. Chairman, this is a war bill. It is a bill to provide an adequate supply of the most essential munition of war. It is a bill to provide sufficient food to feed our

armies, our workmen in war industries, our civilian population, and our allies in Axis-free countries. Military authorities have testified before our committees that food is as necessary to the war program as gunpowder, and that in the coming year we will need more food than has been heretofore produced.

The Food Administrator tells us that although we produced in this country last year the largest amount of food ever produced in the history of the country, it will be necessary to exceed that production in the coming year; and that whereas last year we cultivated an estimated 364,000,000 acres, the goal for the coming year is an estimated 380,000,000 acres.

Of course, one of the prime factors in the production of food is labor, and with the increasing burden of production upon American agriculture, there is a dwindling supply of that constituent factor in production. Whereas in 1943 the Army and the war industries took from the farms a little over 4,100,000 workers formerly available for farm labor, in 1944 the same sources are taking from the American farms over 5,200,000 workers.

Complicating the increased burden of production and dwindling supply of labor, is a growing shortage of machinery. Of course, labor and machinery on the farm are supplementary and interchangeable. If you have machinery you require less labor. If you have less machinery you require more manpower. Now, the supply of both is shrinking steadily. Not only is the available manpower on the farm decreasing but the machinery on the farm is wearing out and there are few replacements. The result is that although the farmers are utilizing the services of every member of the family, including the mother of the family and the children, in arduous labor from dawn until dusk; although they have called in inexperienced city labor, men, women, and children, and have taken advantage of the opportunity to employ prisoners of war and in certain centers of the country, evacuees, there is still a growing and alarming shortage of labor on the farm.

This bill is a proposal to remedy that situation, first, by recruitment and replacement of labor within the State; second, by the recruitment and transportation of foreign labor into the country and from State to State. Although the program was not initiated until later in 1942, and it has only been in effect in 1942 and 1943, already notable results have been secured. For this last year this service was able to supply 1,600,000 individual workers in 2,400,000 replacements on 1,000,000 farms. Now, with the increased goal set by the Food Administration, with the increased calls upon the American farmer for additional food, they have set the goal at 5,000,000 replacements. They want to raise the replacements from 4,300,000 to 5,000,000, and they want to raise the number of workers available from 1,600,000 to 2,200,000 workers.

In order to meet this situation the Budget estimate asked for \$35,000,000 in addition to the unexpended balances.

The committee believes that under this bill a maximum of service can be secured by a direct appropriation of \$27,000,000 which, with \$6,750,000 unexpended funds available from other sources, will provide a total of \$33,750,000 for this purpose in the coming year. That is an excess of about \$7,000,000 over the amount supplied for the current year, but even at that, a decrease of \$8,000,000 in the Budget estimate.

The CHAIRMAN. The time of the gentleman has expired.

Mr. TABER. Mr. Chairman, I yield 5 minutes to the gentleman from New York [Mr. FISH].

Mr. FISH. Mr. Chairman, I listened with much interest to four Democratic Members of the House, including Mr. McCormick, the majority leader, read prepared eulogies and tributes about the President's trip over to Egypt and Iran, and in regard to the Cairo and Tehran conferences. I believe all Americans are united in support of any action taken at either one of those conferences that would expedite the winning of the war and the crushing of the German and Japanese armies and navies. I believe most Americans are in favor of any reasonable plan to set up machinery to provide for world peace. They are not, however, in favor of surrendering their sovereignty as a nation entering into a super state or financing a glorified world-wide W. P. A. after the war.

I can recollect that similar eulogies were proclaimed upon the floor of the House over the Atlantic Charter. And where is the Atlantic Charter now? It has been torpedoed and sunk by its own creators, and in the house of its friends. It is utterly forgotten and hushed up. It is now almost seditious or treasonable to refer to the Atlantic Charter which was even more eulogized and praised than the Cairo and Tehran conference. In the Atlantic Charter, at least, we were told that our war aims guaranteed that small, independent and sovereign nations would have the right of self-determination, and of choosing their own form of government. Was that included in either the Tehran or Cairo conferences? Will the small nations, such as Latvia, Estonia, and Lithuania, be permitted to choose their own forms of government after this war? Is there any provision in the Cairo or Tehran agreements that provides that there will be no fifth partition of Poland? Of course, we do not know what was in these conference agreements except the general principles with which we are all in accord, that will expedite the winning of the war or preserve world peace after the war. But we in Congress do not propose nor are the American people prepared to accept any commitments, secret or otherwise, that might mean the destruction of small, independent and sovereign nations, including the Balkan nations. Before asking us to commit ourselves, we want to know all the facts and the Congress of the United States, Democrats and Republicans alike, are entitled to know, what commitments have been made. I hope the President of the United States will come before the Congress and report

to both the House and the Senate and tell them about every single commitment that was entered into. Then we can determine what our policies should be and whether we should approve all of them. Until we know the commitments that have been entered into in these conferences we have no right to specifically praise or eulogize or commend something we know nothing about. If any Member of the Congress has been taken into these secrets and knows all about what actions were taken at those conferences and what was agreed to, then it is his duty to tell us, both on the majority and the minority side, so that we can intelligently consider what action to take in the interests of all the American people. Let us take the veil off both these conferences and agreements by permitting the American people to enter by the front door and having complete confidence in their final judgments. The Congress, composed of the elected Representatives of the people, should decide what the future policy of the Nation is to be. I can remember listening to eulogies of a whole series of conferences, many of which have been forgotten or repudiated already. I believe in the general terms of the Cairo and Tehran conferences as published in the newspapers, and so do the American people. But we have a right to know about any and all commitments, and until we do, I hope Members of Congress and the American people will reserve their judgment until all the facts have been made public.

The CHAIRMAN. The time of the gentleman from New York [Mr. FISH] has expired.

Mr. LUDLOW. Mr. Chairman, I yield 5 minutes to the gentleman from Missouri [Mr. COCHRAN].

Mr. COCHRAN. Mr. Chairman, my distinguished colleague from Missouri [Mr. CANNON] says this is a war measure. It is approved by the Food Administrator.

I am going to support this bill, because the Food Administrator says it is necessary. It does not make any difference to me whether it is a farm-labor subsidy. When it is presented as a war measure, and the Food Administrator states that it is necessary, I am going to support his recommendation the same as I would if the Army or the Navy said they had to have more money for ships, planes, tanks, and so forth.

Just a short while ago we had another war measure here. That, too, was labeled a subsidy measure. That provided for food subsidies, and the same War Food Administrator told the House, through the committees, how necessary that was as a war measure. On that occasion, the great farm organizations of the country put the finger down and said, "No. We are against food subsidies." The result was, so much pressure having been brought to bear, the bill was defeated.

Now these same organizations, those farm organizations that opposed food subsidies, come to you and say, "We are supporting the farm-labor subsidy."

I confess I do not like the way this money is going to be handled. Nevertheless, if the committee says it is the

proper way, I will vote for the bill. Seventeen million dollars of this money is going to be handled by men who are not really Federal employees. A part of their salaries are paid by subsidies, if you please, that we grant to the extension services of the various States. We have been paying those subsidies all the years I have been here. On one occasion, where there was an effort to reduce that expenditure, there was such a howl from the four corners of the country that there was no opportunity whatsoever to do so.

What I want to bring out now is that when the War Food Administrator tells you he needs something as a war measure, no matter whether it is a food subsidy or whether it is for a farm-labor subsidy, I think the same principle exists, and that the farm organizations of this country and the labor organizations of this country and the masses of the people of this country should get behind them, because they are war measures. Do not defeat one and pass the other. When you have the testimony of a man in whom we all have confidence, who served in this House for over 20 years and was the chairman of your great Committee on Agriculture, Judge Marvin Jones, tells you it is necessary, take his word when he says it is a war measure and it is needed.

As I say, I am going to support this bill. Not a penny of it will ever enter my congressional district. That matters not to me. I try to legislate from a national standpoint and not from a local standpoint.

The CHAIRMAN. The time of the gentleman from Missouri has expired.

Mr. TABER. Mr. Chairman, I yield 5 minutes to the gentleman from Michigan [Mr. DONDERO].

Mr. DONDERO. Mr. Chairman, the district which I have the honor to represent in Michigan is not in a true sense, an agricultural district. It is very largely a consumer district. Be that as it may, the resolution before us this afternoon is designed to increase production of food in this country and it shall have my wholehearted support. Inflation is caused by scarcity of consumer goods on the one hand and a surplus of money—cheap money—on the other hand. Provide the farmers with labor as proposed in the measure before us and sufficient farm machinery and they will produce food in abundance. Under the fundamental law of supply and demand with an abundance of food, living costs will be less and not more.

I disagree thoroughly with the gentleman from Missouri [Mr. COCHRAN] in the conclusions he reached on the subsidy bill, and its relationship to this joint resolution. Very few people have stopped to even ask themselves the question why it was that such an overwhelming majority on both sides of the aisle, Republicans and Democrats, voted to discontinue the food or consumer subsidies after January 1, 1944. Certainly there must have been good and sufficient reasons, or that conclusion would not have been reached.

Regardless of the attitude of the press or the radio commentators, reasons did

exist why the House took that position. One of the reasons is, that it would not produce 1 more pound of food. Another reason is that those engaged in agriculture do not want subsidies. All they ask for is a fair and reasonable price for what they produce in the market places, and no one has furnished a good and sufficient reason why they should not have it. Even now they are not asking for higher prices generally.

Subsidies do not produce food. They do furnish a reason for increasing the national debt and increasing centralized Government here in Washington when it is not needed.

The farm population of the United States represents about 32 percent of our people. If the estimates made by the Department of Commerce are correct, those figures show that the 32 percent who till the soil and produce the food will receive out of the national income this year \$12,500,000,000, or 8.8 percent of the national income. The national income is estimated at \$142,000,000,000. It is absolutely absurd for anybody to claim on this floor, or anywhere else, that a segment of our population who will receive less than 9 cents out of every income dollar, can or will produce inflation in the United States. I am reliably informed that the average farm wage earning is 33.9 cents per hour for this year.

I voted against continuing subsidies because in my judgment, it presented the greatest threat toward inflation. Many voted for a continuance of subsidies, undoubtedly honestly, for the same reason. But this afternoon we have a joint resolution to provide sufficient labor to our farmers in order to assist them in the production of food. No one in this Chamber is opposed to that. I am gratified to notice that in the report it is estimated 1944 will bring 4 percent more in the volume of food produced over 1943. I am satisfied that the farm organizations of this land are asking that this bill be passed in order that they may have the manpower to produce food, and they will produce it for a fair and reasonable price without having a subsidy attached to it.

I hope the bill will be passed. I believe it will. We lend our support wholeheartedly to the measure.

As to the question of controlling prices, this Congress by an overwhelming vote passed a price control act. If there is anybody in or out of Government who says there is not sufficient law on the books to empower the President and the O. P. A., the agency dealing with this subject, to control prices, then let such request or recommendation be made to Congress and I am satisfied that Congress will respond and respond immediately and grant the power and authority to do so. However, it has not been requested.

The CHAIRMAN. The time of the gentleman from Michigan has expired.

Mr. LUDLOW. Mr. Chairman, I yield 10 minutes to the gentleman from California [Mr. ELLIOTT].

Mr. ELLIOTT. Mr. Chairman, I was somewhat surprised when my good friend the gentleman from Missouri [Mr. COCHRAN] made some of the statements he

did regarding the provision of this bill, and its relationship to subsidies.

I want to say to the gentleman from Missouri that the people of the State of California this year used about 42,000 Mexican workers. There was no subsidy attached, because the people of my State made it possible for each of those Mexicans to average from \$11 to \$17 a day for their wage scale.

The Federal Government did pay the transportation costs of the Mexicans from the border to the various areas in the State of California.

The State of California is in a little different position than any other State regarding labor at the present time. You must realize that about 85,000 Japanese, who I am happy to know are penned up at the present time, were permitted to run loose and work upon the farms in the State of California. In addition to that, the tremendous shipbuilding program and airplane manufacturing on the west coast in California today, together with Oregon and Washington, causes a great shifting of labor and has taken thousands of our farm laborers away from us.

If food is the No. 1 item, as we have been told by practically every Government agency, then it is very important that we produce an abundance of foodstuffs as fast as we can. The State of California farms not 6 or 7 months of the year but 12 months in the year. In our State at the present time we are placing the seed in the ground to make it possible to have foodstuffs in the months of January and February. Continued operation makes it necessary that we must have farm labor each and every month to assist the farmers in producing foodstuffs.

In 1942 we lost 70,000,000 pounds of foodstuffs while thousands of people throughout the world starved, all because there was no labor available to harvest the crops after the farmers had produced them.

In 1942 I saw grapes hang on the vines and rot because the farmers could not get labor to harvest them, yet thousands of people in the Eastern States would have liked those same grapes on their tables.

This bill does just one thing: It makes labor available not only to people in the State of California, but to the other States of the Nation where a labor shortage exists. As I said before, food is No. 1 item on the list. Even though war should cease on the 1st of January, the 15th of June, or any other date in the immediate future, for the ensuing 18 months, or 2 years, we would be called upon to produce more foodstuffs than we are producing at the present time. We must keep our word to our allies and assist them in providing food for their people. We must know in advance as many of the factors affecting food production as possible, and labor is one of the most important. As I stated earlier in this discussion, we must know now whether labor is going to be available to harvest the crops before we put the seed in the ground. Otherwise at harvest time with no labor available the foodstuff itself will not be utilized.

This is not a subsidy bill; it has nothing to do with subsidy. The farmer is paying this labor such a wage, as I said before, as perhaps they never enjoyed in their lives. On a piece-work basis some of these Mexicans made as high as \$14 to \$17 a day. When it came to the harvesting of cotton on the basis of \$2.25 per hundredweight they could not make such high wages, and we had to return those Mexicans to Mexico and bring in new workers who had not enjoyed such high earnings, so that we could get the cotton harvested. I am giving you conditions as they actually exist and have existed. These are conditions we have passed.

Mr. ROLPH. Mr. Chairman, will the gentleman yield?

Mr. ELLIOTT. I yield.

Mr. ROLPH. My colleague from the central section of California represents one of the great agricultural districts of our State. I represent one of the great metropolitan districts. I want to tell my distinguished colleague that the people in the cities are just as much interested in seeing that this labor comes in as are those in the farm districts.

Mr. ELLIOTT. I thank the gentleman for his interest. I would say further, since he knows the value of agriculture, that in my congressional district last year we produced over \$200,000,000 worth of food and fiber. My colleague who stood in front of me, the gentleman from California [Mr. GEARHART], and I have 4 out of 5 ranking counties in agriculture that produce more agricultural foodstuffs than any other counties in the world. We must have this labor if we are to continue these tremendous harvests.

Mr. CRAWFORD. Mr. Chairman, will the gentleman yield?

Mr. ELLIOTT. I yield.

Mr. CRAWFORD. I should like to say that those four counties have two of the best Representatives in the United States.

Mr. ELLIOTT. I thank the gentleman very much.

Mr. GEARHART. Mr. Chairman, will the gentleman yield?

Mr. ELLIOTT. I yield.

Mr. GEARHART. I join my colleague in thanking the gentleman from Michigan for his kind words, but I wish to take advantage of this opportunity to compliment the gentleman from California [Mr. ELLIOTT], for he has been constantly on this particular job. It has been my privilege to work with him closely. I think the results we have achieved speak for themselves. At this time therefore it would be very appropriate for us to express our gratitude to the Congress and to the executive departments for the fine way they have responded to the calls we have made down through the years.

Mr. ELLIOTT. The gentleman is correct.

Mr. BRADLEY of Michigan. Mr. Chairman, will the gentleman yield?

Mr. ELLIOTT. I yield.

Mr. BRADLEY of Michigan. The gentleman has made a very fine presentation. As I understand the proposal is primarily to bring in Mexicans over the border to help the people in California.

The proposal was advanced recently by one of these New Deal agencies in Cleveland, I think it was, that we take some Jap prisoners from the west coast that I understand formerly were active in agriculture in the gentleman's area, and bring them into Michigan. I personally do not approve of that idea at all. I want to ask the gentleman why it is that we cannot work out some arrangement whereby we could keep those Japs out there in his country where his people know how to take care of them and handle them, and keep the Mexicans out of Michigan as well. I do not want Mexicans up there. They gave us some trouble up in my country once.

Mr. SHEPPARD. Mr. Chairman, will the gentleman yield?

Mr. ELLIOTT. I yield.

Mr. SHEPPARD. I would like to ask my friend from Michigan if there is not a remote possibility of sanitation being spread by teaching?

Mr. BRADLEY of Michigan. I am not answering; but I will say that our people in Michigan have learned how to take baths. They learned that many years ago.

Mr. SHORT. Mr. Chairman, will the gentleman yield?

Mr. ELLIOTT. I yield.

Mr. SHORT. Mr. Chairman, I do not want to dim any of the glory of California; they do have a pretty nice State out there; but when any of you want to find the richest soil on earth you must come to Carroll and Saline Counties in Missouri.

Mr. ELLIOTT. Mr. Chairman, I want to say further, to give the membership something of an idea of the way this program was handled this year, that the State of California after having lost \$70,000,000 in foodstuffs in 1942, the State legislature appropriated \$1,800,000 to be expended in cooperation with the Federal Government in bringing in these laborers.

The CHAIRMAN. The time of the gentleman from California has expired.

Mr. LUDLOW. Mr. Chairman, I yield the gentleman from California 5 additional minutes.

Mr. ELLIOTT. I thank the gentleman.

Mr. Chairman, the State of California has spent \$1,800,000 in 7 months' operation. In Tulare County alone the farmers spent \$56,000 additional—that one county. Like sums were spent in neighboring counties, such as Kings, Kern, Fresno, Madera, and Stanislaus.

I should like to ask the gentleman from New York [Mr. TABER] if the bill is so designed that the Federal Government will enter into agreements with Mexico with regard to bringing in and returning the Mexican laborers that it may be desired to bring in?

Mr. TABER. That is correct, and the authority is specifically given in the bill.

Mr. ELLIOTT. The War Food Administrator will have charge of this program, will he not?

Mr. TABER. Yes; but the provisions with reference to the agreements with Mexico or other foreign countries are on page 7, paragraph 3, line 7:

To cooperate with the Secretary of State in the negotiation or renegotiation of agree-

ments with foreign countries relating to the importation of workers into the United States.

That is the paragraph that relates to that particular item. This bill deals not only with the importation of workers into the United States from Mexico but it also relates to other countries. We expect them to come in from Bahama and Jamaica also.

Mr. HARE. Mr. Chairman, will the gentleman yield?

Mr. ELLIOTT. I yield.

Mr. HARE. As I understand it, this is merely the carrying out of a policy that has been followed for many years. While it is true that California is a great agricultural State and produces wonderful crops, this is not the first time California has been called upon to import labor in harvest time.

Mr. ELLIOTT. That is correct.

Mr. HARE. Such labor has always been imported under a policy established by the State Department and in agreement with the foreign government. This also will not deviate from the policy to any great extent. About the only difference lies in the fact that you will get the labor when you want it, when you need it, and, further, that the travel expense of the laborers will be paid by the Federal Government.

Mr. ELLIOTT. Formerly the expense of coming to the place of work and returning to Mexico was borne by the Mexicans themselves. We now really need this labor. The Mexicans were not very happy about letting them come in in the first place, so we had to set up some kind of governmental policy. The only agency that could be responsible for them was the Federal Government, not the State governments. So this agreement, I understand, was entered into through the State Department, with the Mexican Government, whereby our Government became responsible to pay for their transportation to and from their place of employment.

Mr. HARE. As I understand, this bill is designed for the purpose of increasing production. Assuming for the sake of argument that the bill should not be passed, are not the chances good that you would be able to secure sufficient labor, anyway?

Mr. ELLIOTT. No; we would not.

Mr. Chairman, I wish the gentleman from New York [Mr. TABER] would help me straighten out one matter in my own mind. Is this resolution drafted in such way that we are going to be guaranteed this Mexican labor?

Mr. TABER. I do not think there is anything in the nature of a guaranty. I think that everything possible will be done by the United States authorities to see that it is available, and it is with that in mind that we are trying to get the bill through here today so it will become a law before the 1st of January, and we can hang onto the Mexicans who are already in this country.

The CHAIRMAN. The time of the gentleman from California has again expired.

Mr. TABER. Mr. Chairman, I yield 5 minutes to the gentleman from South Dakota [Mr. CASE].

Mr. CASE. Mr. Chairman, as I listened to these exchanges of the genial gentleman from California I thought the next claim that was going to be made for California was that they produced the greatest crop of honey in the world. I was amused by the remarks of the gentleman from Missouri that he was for this bill although there would be no benefit in his district, that there was not a penny of the funds coming into his district. Well, bless you, if this particular bill were to be voted on on the basis of whether or not any money was coming into districts I do not know whether the bill would carry or not. I happen to represent a district which probably is regarded as an agricultural district—the production of livestock is the principal industry. I do not know that any particular amount of this money is coming into my district. It may mean that a little will be used in connection with some labor for a small sugar-beet area.

The benefits of this bill, such benefits as there are, will be primarily for organizing the reserve agricultural labor of the various communities and aid in the distribution of special laborers where you have seasonal crops. It may be that in dollars some of these funds will not go to the city districts, but if the gentleman from Missouri who represents a city district might also ask what would happen to the people in his district if these seasonal perishable crops are not harvested in proper time. So I believe the benefit of this bill hits one district as much as another district.

The question of subsidies is only remotely connected with this particular bill. It is enlightening to remember that most of the agitation for subsidy legislation proceeds from consumer districts. Certainly if the fate of subsidy legislation were to rest upon getting an affirmative vote from strictly agricultural districts in the country subsidies such as are proposed under current discussion would never be adopted. The reason for that is that subsidies are essentially consumer subsidies. The farmers are not asking for subsidies and yet the representatives of the consumer districts who plead for subsidies plead for them in the name of the farmers. The representatives from the agricultural districts are not crying for subsidies; the farmers are not asking for subsidies.

The demand for increased subsidies comes from consumers who do not want to pay the price or the cost of production. I had a petition the other day coming from a little town in my district, signed by 17 women, many of whom I know personally. They were petitioning that the Price Administrator permit the milk dealer of that small community to increase the price of milk by 1 cent a quart. The producer did not ask for it. He simply faced the fact that he could not continue in the milk business; feed and labor costs were too high. His only chance was to either sell his herd or to separate the cream and sell the cream. The families who wanted milk for their babies naturally desired him to continue to serve them with milk. The producer did not ask for an increase in price and he did not ask for a subsidy.

We have gotten to a strange position in connection with this subsidy question, partly because the administration has not followed the plain directive in the Price Control Act that any prices affecting agricultural commodities should be made effective only by the joint action of the Price Administrator and the Secretary of Agriculture. The Price Control Act specifically provided that the responsibilities and duties placed upon the Secretary of Agriculture should not be transferred to the Price Administrator and that functions relating to agricultural commodities should not be transferred to the Price Administrator by any other agency. Some smart person figured out a way to get around that by creating a War Food Administrator and transferring the functions of the Secretary of Agriculture to the War Food Administrator, thus evading the plain directive of the Congress. That is the root of the whole trouble.

The CHAIRMAN. The time of the gentleman from South Dakota [Mr. CASE] has expired.

Mr. TABER. Mr. Chairman, I yield 5 minutes to the gentleman from Michigan [Mr. CRAWFORD].

(Mr. CRAWFORD asked and was given permission to revise and extend his own remarks in the RECORD.)

Mr. CRAWFORD. Mr. Chairman, from the farmers of my district—and I have many of them very capable, who produce many tons of food of various varieties—I am told that they have had satisfactory experience with Mexican workers, with the good people we have brought up here from Jamaica, as well as from some of the interstate transferees who have been brought into that general area. Other farmers tell me that some of their experiences have not been too satisfactory. So that perhaps is the natural development because of the contradiction of personalities which sometimes occur in such relationships.

There is one phase of this I am very much interested in, and I should like to ask the chairman in charge of the bill if there is anything in the hearings, which I have not had time to digest thoroughly, with respect to citizens of the United States located in Puerto Rico being brought into this country.

On page 11 of the hearings I find this interesting comment:

To date, we have brought in about 70,000 foreign farm workers. We have transported these and approximately 30,000 interstate workers to meet the needs that could not be met through local mobilization. Foreign laborers included Mexicans, Bahamans, and Jamaicans. The Mexicans have been used primarily on the west coast and States west of the Mississippi. The Bahamans and Jamaicans have been used primarily on the east coast and in the North Central States.

Mr. Chairman, I raise this question because, as I view the picture ahead of us in the next 10 to 50 years, we will undoubtedly familiarize ourselves and accommodate ourselves to living with other people than those born and reared here in the United States; and, to save my life, Mr. Chairman, I cannot understand why this Congress, year in and year out, appropriates and makes available to the people of Puerto Rico any-

where from twenty-five to fifty million dollars for relief purposes incident to unemployment in Puerto Rico, and at the same time will carry on a program of this type, and fail to bring into this country adult single Puerto Ricans so that they will become better citizens of the United States, and so that their labor can be used in solving some of our shortage in this type of labor. If the chairman of the committee can give me any light on that, I shall be delighted to have him do so.

Mr. CANNON of Missouri. Speaking off the record, one of the principal considerations in bringing in foreign labor is that we be in a position to send them back as soon as they are through with the job. Always these people from foreign countries coming into America are so pleased with our wages and our standard of living and the conditions under which we live that they want to stay here, and we have to have a strict understanding with the immigration authorities that when they have finished the job and are through with their work they will be returned to the country from which they came. In order to assure that, we have to take every precaution. They are fingerprinted, and so forth. If they are citizens of this country, we cannot send them back, but if they are not citizens of this country we can send them back.

Mr. CRAWFORD. That is the point I am going to raise.

It appears, Mr. Chairman, that we are here financing approximately \$23,000,000 out of a total of \$35,000,000 for transportation, subsistence, and housing of the 70,000 or more farm workers which we bring in, including those who are transferred in interstate operations. We should understand, then, that in giving consideration to the protest that might exist in this country against our retaining in the United States Puerto Ricans, citizens of the United States, we are putting up perhaps \$2 to only \$1 that would be necessary in order to otherwise carry on such a program.

The CHAIRMAN. The time of the gentleman has expired.

Mr. TABER. Mr. Chairman, I yield the gentleman 4 additional minutes.

Mr. STEFAN. Will the gentleman yield?

Mr. CRAWFORD. I yield to the gentleman from Nebraska.

Mr. STEFAN. The gentleman brings up a question in which I am very much interested, having served on the Insular Affairs Committee for some time. My understanding was that there was an unemployment problem also in the British Bahamas. I was very much concerned with the unemployment and the conditions that exist in Puerto Rico, where we are spending a tremendous amount of money for relief. I, too, asked the question the gentleman from Michigan asked: Why import unemployed people from British Bahama when we have so many of our own people unemployed in Puerto Rico?

Mr. CRAWFORD. And to whom we are sending relief dollars every day.

Mr. STEFAN. Yes. We are spending a tremendous amount of money down

there to relieve the unemployment situation. The answer I was given to my question was that these British Jamaicans understood English and speak English while many Puerto Ricans do not understand English. There perhaps would be some danger that the Puerto Ricans may stay around here after they had arrived and we cannot send them back.

Mr. CRAWFORD. I am accepting the answer of the chairman of the Committee on Appropriations at face value.

Mr. CASE. Will the gentleman yield?

Mr. CRAWFORD. I yield to the gentleman from South Dakota.

Mr. CASE. I was going to ask the gentleman a question somewhat along the line of the question propounded by the gentleman from Nebraska. That is probably the same answer that most of us get, that is, the Mexicans will have to leave because they are not citizens and the Puerto Ricans may not. That is a sort of tragic answer. Does the gentleman have any facts to present us in reference to what the results of Puerto Rican labor have been from the standpoint of agricultural production and its stability, if brought here?

Mr. CRAWFORD. We have had such little experience in that connection that any observation I may make in answer to that question I would not consider adequate, because of the limited number who have come here and gone into agriculture. Our Government has within the last few months been inducing Puerto Ricans to come to the Atlantic seaboard, New York City, for instance, throwing them off there, and leaving them stranded without any funds with which to make a living or with which to pay their expenses. Still we have this labor shortage situation in connection with our farm people. It runs so contrary in my mind to the philosophy that we have been following here with respect to many other international relations that I just have not any patience with it.

Mr. TABER. Will the gentleman yield?

Mr. CRAWFORD. I yield to the gentleman from New York.

Mr. TABER. Mr. Chairman, I wish to call the gentleman's attention to the language on page 8, line 23, stating:

The term "State" includes Alaska, Hawaii, and Puerto Rico—

Indicating that it is a matter of administration. The Food Administrator or the Extension Service, if funds are allotted, may bring in Puerto Ricans with funds provided in this bill.

Mr. CRAWFORD. I think that gives the proper answer to the whole question, because if it is up to the Food Administrator I am just one of those who will ask him why he does not give our citizens, native Puerto Ricans, a chance to participate in the flow of the war billions and help meet the labor shortage in the continental United States, the same as they have given the opportunity to the Bahamans and Jamaicans.

Mr. STEFAN. The gentleman knows that we have Puerto Rican farmers and Puerto Rican natives who are very good

farmers, who know something about agriculture, and who are just as good farmers and laborers as those of Jamaica.

Mr. CRAWFORD. It is an agricultural country down there, as I understand it, and these people know how to work.

Mr. STEFAN. They are mighty good workers, too.

Mr. JUDD. Will the gentleman yield?

Mr. CRAWFORD. I yield to the gentleman from Minnesota.

Mr. JUDD. Is it not very disturbing to have it publicly announced, for the first time in my hearing at least, that it is a liability to be a citizen of the United States?

Mr. CRAWFORD. It does disturb me, too.

Mr. JUDD. And to be discriminated against if you happen to be one of our citizens?

The CHAIRMAN. The time of the gentleman has expired.

Mr. DONDERO. Mr. Chairman, I ask unanimous consent to revise and extend the remarks I made on the floor this afternoon.

The CHAIRMAN. Is there objection to the request of the gentleman from Michigan [Mr. DONDERO]?

There was no objection.

Mr. CANNON of Missouri. Mr. Chairman, I yield 5 minutes to the gentleman from California [Mr. SHEPPARD].

Mr. SHEPPARD. Mr. Chairman, I call specific attention of my colleagues over on the left from the great State of Missouri who entered into a colloquy when we were first discussing the program that is before us in the pending legislation, I want to pay my respects to the great State of Missouri, not only for having a most fertile ground, but also for producing some very fertile and very efficient and lovable, as well as splendid, Congressmen who represent their districts in a most able manner, even though they are conspicuous by their absence in so doing.

Mr. Chairman, I really took the floor only to pay a compliment to the gentleman from Missouri [Mr. SHORT], for whom I have a great admiration.

Frequently in handling legislation by the departments after it has been passed by the Congress, we find that they have their own interpretations of procedure which sometimes are not always in accord with what the Congress intended. So at this time I ask the chairman who is handling this bill if there is any reason conveyed in the bill or if there is anything to his knowledge that it is not the intent of the Congress to have any imported labor that is designated within the bill imported not for agricultural purposes? It is the intent and purpose of the Congress at this time as conveyed in this bill to have that privilege exercised; is that right?

Mr. CANNON of Missouri. The one and only purpose of the bill is to provide sufficient farm labor to produce the necessary food required in this national emergency.

Mr. SHEPPARD. I want to thank the chairman, and I will address myself now to the ranking member of the Committee

on Appropriations and repeat the same question to him: Was that the intent of the Congress?

Mr. TABER. The intent of the committee was that there should be more money spent for bringing laborers in from the outside and less money spent on the flunkies who have been monkeying around with ball games and entertainments. What we want is laborers brought in here and that is what we have tried to provide, and get rid of the flunkies.

Mr. STEFAN. Will the gentleman yield?

Mr. SHEPPARD. I am very happy to yield to the gentleman.

Mr. STEFAN. The gentleman from California and all members of the California delegation are very proud of their State. The gentleman has made a few references to his own State and to the State of Missouri. I would like to make an observation in order to make a correction for fear perhaps that people who are listening to the gentleman from California may be mistaken as to where the best agricultural country in the United States is located. May I tell my friend that the richest 100 square miles in the world, agriculturally speaking, is located in the State of Nebraska and in the Third Congressional District of that great State which I have the honor to represent in Congress, and if the gentleman from California will look up the record he will find that Nebraska is the white spot of the United States. We have no bonded indebtedness; we pay as we go.

Mr. SHEPPARD. I want to say to the gentleman from Nebraska that I want to pay my compliments for being able to learn from him of the prolific type of soil and also for the splendid manner in which he produces the sunflower.

Mr. Chairman, I yield back the balance of my time.

Mr. MILLER, of Connecticut, addressed the Committee. His remarks will appear hereafter in the Appendix.]

[Mr. GEARHART addressed the Committee. His remarks will appear hereafter in the Appendix.]

Mr. CANNON of Missouri. Mr. Chairman, I yield 1 minute to the gentleman from Texas [Mr. GOSSETT].

Mr. GOSSETT. Mr. Chairman, I ask unanimous consent to extend my remarks at this point in the RECORD.

The CHAIRMAN. Is there objection? There was no objection.

Mr. GOSSETT. Mr. Chairman, the first bill introduced by me on coming to Congress was one seeking to compel freight-rate equalization and the removal of discriminatory freight-rate differentials long existing throughout the country. Such a bill has been introduced by me during each session I have been in the Congress. For this purpose on December 3 I introduced H. R. 3775, a bill which seeks to compel within a stated time the establishment of uniform class rates. I was assisted in the drawing of this bill by the Board of Investigation and Research created by the Congress some 2 years ago for the

study of the transportation problems of the country.

This nonpartisan board of experts created by the Congress, as well as all other nonpartisan experts who have studied this question, agree that there is no reasonable basis for the discriminatory freight-rate differentials now existing between the different freight zones into which the country has been arbitrarily divided. There is no reason why freight rates on one side of an imaginary line should be from 25 to 75 percent higher than they are on the other side of such line. These artificial traffic barriers have long retarded and handicapped the industrial development of all sections of the country except the eastern or official zone.

The five freight-rate zones into which the country is divided and the rates within those zones are roughly as follows:

First. The eastern or official zone are the States east of the Mississippi and north of the Ohio River; this being the official zone we start here with 100 in this zone as the base rate or yardstick.

Second. We have the southern zone, which are the States east of the Mississippi and south of the Ohio Rivers, rate 139.

Third. The western trunk-line zone, which includes States north of Oklahoma and Arkansas, west of the Mississippi River, and east of Montana and the middle of Wyoming and Colorado, rate 147.

Fourth. We have the southwestern zone composed of Texas, Oklahoma, Arkansas, Louisiana, and a portion of New Mexico, rate 175.

Fifth, and last, we have the mountain-Pacific zone, including those States west of the last two zones mentioned above, rate 171. Thus you see the rates are highest in the southwestern States. In these States the rates average 75 percent higher than in the northeastern States of the official zone.

Now let us consider some specific rate cases to show how this affects Texas. To ship cotton clothing from New York to Peoria, Ill., a distance of 988 miles, the cost is \$1.25 per 100 pounds, while to ship the same goods from Wichita Falls, Tex., to Peoria, a distance of 980 miles, the cost is \$2.11 per 100 pounds. To ship refrigerators in carload lots from Pittsburgh, Pa., to Cairo, Ill., a distance of 640 miles, the cost is \$140.40, while to ship the same refrigerators from Fort Worth, Tex., to Cairo, Ill., a distance of 630 miles, the cost is \$176.40. To ship a carload of cotton piece goods from Boston, Mass., to St. Louis, Mo., a distance of 1,074 miles, the cost is \$254.40, while to ship the same goods from Dallas, Tex., to Columbus, Ohio, a distance of 1,039 miles, the cost is \$351.60.

In 1895 the House of Representatives passed a resolution demanding freight rate equalization. Some years later the Senate passed a bill demanding freight rate equalization. In 1919 the Director General of the Railroads appointed a board for this purpose. In almost every session of Congress since the creation of the I. C. C. numerous bills and resolutions have been introduced demanding freight-rate equalization. Each time some definite action is about to take place the

railroads have begged off or promised correction, but nothing has been done.

Mr. Chairman, this situation has grown worse. In 1935 motor carriers were placed under the I. C. C. In 1940 water carriers were placed under the I. C. C. Whatever benefit the public might have expected to get from competition as between these modes of transportation now appears to be lost. The railroads are now trying to eliminate water competition. Furthermore, they have been upheld in their power to do this, first by the I. C. C. and then by a decision of the Supreme Court rendered on this June 14 in the case of the I. C. C., B. & O. Ry. Co. et al., appellants against Inland Waterways Corporation et al. Not only do the railroads now dominate motor traffic and water traffic but they are reaching out for control of air traffic from which we are expecting so much after the war.

Mr. Chairman, the gross freight rate discriminations existing in this country cannot be justified by the cost of freight movement, or by the volume of freight movement, or by the density of traffic, or by vested interests, or upon any other basis. All the old arguments heretofore used by those resisting freight-rate adjustment have been exploded by scientific study and research. It is now admitted that road maintenance and the cost of moving traffic are, in fact, less in some of the higher-cost zones.

Those insisting on freight rate equalization are not necessarily asking that rates be lowered. They are insisting the rates be equalized, which can be done by raising freight rates in the lower zones as well as by reducing them in the higher zones.

Under existing freight rate discriminations it is easy to understand why the Northeastern States have continued to enjoy vastly superior industrial development. Such industrial development as my section of the country may have enjoyed has been in spite of these freight rate inequalities. Such inequalities are doubtless to some extent responsible for the location of more than 80 percent of all war industry within the so-called official zone, that small group of States lying east of the Mississippi and north of the Ohio Rivers.

Mr. Chairman, the railroads are not to be as severely condemned for this situation as are the Interstate Commerce Commission and the Congress of the United States. The Interstate Commerce Commission contends it lacks authority to equalize these discriminatory freight rate differentials. When an agency of the Government fails, refuses, or is unable to remove abuses of the public interest within its field of operations, it is then obligatory upon the Congress to act. Such appears to be the case in this matter of interterritorial freight-rate differentials. The Congress should enact legislation charging the Interstate Commerce Commission with the specific duty of equalizing interterritorial freight class rates.

The industrial Northeast, which has long benefited from this unfair rate advantage, is, of course, fighting any and

all proposals to equalize freight rates. For some strange reason they have been joined in this fight by the United States Chamber of Commerce. They have also been joined by a great many industries in our section of the country who are wrongly told they will lose their commodity rate advantages if freight rate equalization is effected. H. R. 3775 and most of the bills pending before this Congress do not propose any disturbance in commodity rates, but are simply asking for equalization in class rates as between existing zones.

H. R. 3775 does not purport to cure all transportation evils. It does not touch the exceedingly bad formula used by the I. C. C. to increase freight rates. When the I. C. C. increases all rates by a fixed percent, as it is now threatening to do, it increases rather than decreases freight-rate inequality. Again H. R. 3775 does not disturb export rates wherein, generally speaking, industrial commodities are given an unfair advantage over agricultural commodities.

Mr. Chairman, the people of the Southwest have suffered too long and too much from these unfair, unequal transportation rates. There is no reason why one section of this country should be permitted to legally steal from another section. It has always been the function and duty of Government to write the rules of fair play. An outraged sense of justice now demands that action be taken by this Congress to remove old wrongs and to prevent new ones. In this, as well as in some other matters, we need a good neighbor policy here at home.

Mr. CANNON of Missouri. Mr. Chairman, I yield to the gentleman from Indiana [Mr. LUDLOW] such time as he may require.

Mr. LUDLOW. Mr. Chairman, in the first place I want to say that I would not do anything in the world that could be construed in the remotest way as a repudiation of Judge Marvin Jones. I esteem him too highly for that. He is doing a splendid job in a most difficult position. The Members of this House know him and have unlimited confidence in him. We know that under any conceivable set-up he is going to administer this service efficiently and successfully.

But after all it is for the Congress to lay down the law and there is certainly no intended reflection on Judge Jones when the Congress decides that it wishes to give over-all authority in the matter of farm labor recruitment to the Extension Service, especially when it is stated in the specific language of the bill before us that the complete and supreme authority in the matter of farm labor recruitment is vested in the War Food Administrator.

It is true that Judge Jones in the hearings before our subcommittee expressed a preference that the existing two-headed system should be maintained, but with equal alacrity he stated that it was a problem for Congress and that he would cheerfully administer any system that Congress might devise, which we know he will. To use his own language

I quote from his testimony on page 276 of the hearings:

Of course—

He said—

we are going to use whatever instruments are furnished to us by Congress and you gentlemen have the determination of that.

Two arguments may be made for the plan of farm labor recruitment provided in this bill:

First. It will make for efficiency.

Second. It will make for economy.

Under the new and simplified plan, one agency—the Farm Extension Service—will take over all responsibility for farm-labor recruitment. The recruitment within States will be through the existing State extension services. The recruitment of labor in foreign countries and the transportation and assignment of foreign laborers to jobs in this country will be under the direct charge of the National Director of the Extension Service. It will all be under the Extension Service. Thus will be eliminated the overlapping, waste, red tape, and extravagances inherent in two separate organizations occupying the same field.

The reorganization that will be required within the Extension Service will be very slight, involving the establishment of one small unit in the Washington bureau. On this point, M. C. Wilson, the Deputy Director of Extension, gave our subcommittee some definite information which is found on page 288 of the hearings, as follows:

It would be preferable, under normal circumstances, that foreign labor be handled by some agency other than Extension. However, these are not normal times. The Nation is at war.

If the Congress wants the Extension Service to handle foreign labor as well as domestic agricultural labor, the Extension Service will accept willingly the added assignment and do the best job it possibly can.

To handle foreign labor will involve the establishment of a special unit in the Federal Extension Service to handle the relationships with foreign governments and manage the transportation of foreign workers.

If a special unit is set up in the Federal Extension Service, better coordination of the interstate and foreign program with the intrastate program would probably result. Since the State extension services are part of the State agricultural colleges or universities, as the case may be, it will, of course, be necessary for the State extension directors to clear the matter of added responsibilities for foreign labor with their respective boards of regents or trustees.

An impressive presentation of the need of bringing all farm labor recruitment activities under one head was given to our subcommittee by Mr. P. O. Davis, director of the extension service in Alabama. I quote his views, found on page 268 of the hearings, as follows:

Our experience in Alabama—and I'm speaking only for my own State—is that one agency should handle the entire farm labor program.

We have had good cooperation all the way through, but there is too much procedure—too many steps to go through. In an application for soldiers to help harvest peanuts we had to go through the county office, then

through my office, then an office in Montgomery, and two offices in Atlanta before it was finally ready for Washington, where three offices had to act. In other words, a total of eight offices, which, I believe, is too much for a job of that kind—certainly under war conditions.

I want to emphasize, therefore, that one agency should handle this. I do this based upon experience we have had during the last half of 1943.

Estimates of the savings that will be accomplished by this reorganization vary from a low of \$2,000,000 to a high of ten million. Mr. Wilson, the deputy director of extension, expressed the conservative view that "there would be perhaps between two and three million dollars' savings." W. R. Ogg, representing the American Farm Bureau Federation, told our subcommittee, at page 274 of the hearings:

I believe that in a reasonable time we could show you there would be a very substantial saving, possibly in an amount somewhere in between \$5,000,000 and \$10,000,000.

From the standpoint, therefore, of both increased efficiency and economy, I believe this is a wise measure, especially advisable at this time when economy in government is so imperative, and I hope the bill will pass.

Mr. CANNON of Missouri. Mr. Chairman, I yield 5 minutes to the gentleman from Michigan [Mr. RABAUT].

Mr. RABAUT. Mr. Chairman, because of the position I took in the subcommittee opposing the changes made in the farm-labor program, House Joint Resolution 203, now being considered by the House, I desire to quote the following language from the report:

Food requirements for the calendar year 1944 for the prosecution of the war by the United Nations and for the temporary relief of liberated people of occupied countries are estimated to be in excess of the needs of the calendar year of 1943, the peak year of all time for production in the United States.

On page 2, it says:

In response to an inquiry as to needs at home and abroad in 1944, both as to character and amount of food, the War Food Administrator responded, "The needs will be tremendous—for the year as a whole we may reasonably expect that more food will be needed for our armed forces."

Then again on page 4:

The committee was advised during the course of the hearings that no substantial losses of food crops during 1943 have been directly attributed to lack of harvest labor.

That last statement is a compliment to the system now in vogue and certainly calls for no change in the program.

On page 278 of the hearings, Judge Jones, our own Marvin Jones, said:

The other witnesses who are familiar with the budgetary details will furnish you information regarding the reduction in expenses which it is claimed would result from the change. In any event, I believe it would be unwise to place obligations on the extension services. The proposal represents a radical departure from the type of work which they have successfully carried on, and which I would like to see preserved through the years.

I have already pointed out some of the difficulties and complications that are involved.

County agents are overworked at the present time, and I do not see the wisdom of adding new duties, which are outside their usual line of work, especially when the present plan is working fairly well.

That is a strong statement. Now, however, ladies and gentlemen, we are changing it, remember that.

Judge Jones continued:

The county agents have been doing a fine job in recruiting and placing labor in local areas with which they are familiar and, of course, we want them to continue that work.

Mr. WOODRUM. That is about your answer to all these inquiries, is it not, Judge Jones?

Mr. JONES. In this particular thing?

Mr. WOODRUM. Yes.

Mr. JONES. Yes. I would not undertake to change this whole thing. I think a fine job is being done, generally speaking. Some mistakes have been made.

Again he said in answer to an inquiry by Mr. O'NEAL:

Yes; I would prefer to continue as at present. I would not say it is necessarily a better method but it has proven to be successful and I would not take a chance on a change. I still think the Extension Service can do nearly anything they undertake, but I think it would be unfortunate if they had to go out and build the organization to do it at this time.

I hoped all along that we would have followed the advice of Judge Jones, that former colleague of ours in the House, familiar to the last detail with agricultural matters. I know that our distinguished chairman, with whom it is very difficult for me to differ, has his views on this matter. But we are talking about food in wartime. The lack of it could be disastrous and chaos result if we bungle the program.

The CHAIRMAN. The time of the gentleman from Michigan [Mr. RABAUT] has expired.

Mr. TABER. Mr. Chairman, I yield 2 minutes to the gentleman from Iowa [Mr. GILCHRIST].

Mr. GILCHRIST. Mr. Chairman, as I read and study this bill, I think it will not do much good to my own particular State.

For example, on page 55 of the report, it is found that there were introduced into my State from the outside a grand total of 28 workers for the year ending October 31, 1943. Twenty-eight workers. It will cost my State probably \$600,000.

In addition to that, however, there are some recompenses, as shown by the preliminary estimate, whereby we will get perhaps 250,000 next year, and as shown on page 38, and again on page 68, we are destined to get a little more money.

If the farmers of this country want this bill, I am not going to vote against it. I have always voted for everything that the farmers want. I understand that most of them do want it. But I wish to say that the discrimination made against my State is important to me, especially in view of the fact that within a half hour or an hour, we are going to get the tariff bill, which puts corn on the free list. That is what is going to happen. Heretofore, you voted for that bill. That bill has passed because the time has come when Republicans and Democrats would like to have some cheap grain.

Now, this is not going to do much good, but I am not going to seriously object to it. I think it will pass, anyway, and I might as well accept it along with free trade, which I hope the Republicans and Democrats will support for ever and ever and ever, world without end. Amen.

The CHAIRMAN. The time of the gentleman from Iowa has expired.

Mr. TABER. Mr. Chairman, I yield 5 minutes to the gentleman from Illinois [Mr. DIRKSEN].

Mr. DIRKSEN. Mr. Chairman, it occurs to me there is a great deal of misapprehension about this bill. I think it can be clarified without a lot of involved discussion.

The legislative history is rather fortuitous and I think rather interesting. When this bill came from the deficiency subcommittee and was considered by the full committee, I offered an amendment to put this particular function of recruiting foreign labor in the Federal Office of Extension. After 2 roll calls in committee, it finally carried by a vote of 16 to 15. Thereafter a motion was made to recommit the bill to committee. When it was re-reported it came in this form, and carried out the idea that I had in mind.

Now, it seems to me there is a great deal of misinformation as to what this will do. In the first place, this does not take jurisdiction away from Marvin Jones. You need only read the first section, and you will find that the \$27,000,000 is appropriated to the War Food Administrator. In both versions of the bill, as first reported and as reported the second time, \$17,500,000 was mandated for distribution among the States. So, resolutions 205 and 208 do not differ in that respect at all.

The original bill then said that the rest of the money could be apportioned by the Administrator. The pending bill says that the money shall be apportioned to the Federal Office of Extension for the purpose of handling the recruitment of foreign labor. It is substituting one office for another, but it does this: It certainly puts the entire function in a single Federal agency, namely, Extension. They will handle the intrastate recruitment of workers, through the State and local offices. They will also handle the foreign recruitment of workers, whether all year round or seasonal or for any other purpose, through the office in Washington.

Mr. Wilson on page 288 of the hearings had this to say:

If a special unit is set up in the Federal Extension Service, better coordination of the interstate and foreign program with the intrastate program would probably result.

Moreover, in my judgment it will be a great deal cheaper. Consequently the original amount was reduced from \$31,100,000 plus unexpended balances to \$27,000,000, plus unexpended balances.

Mr. Jones still has authority to make foreign agreements. He still has authority to make a deal with the States with reference to labor-camp facilities. He still has authority to utilize the services of different agencies of the Government. Would it not be rather interesting, would it not be rather intriguing

now, after we mandated him to handle the intrastate labor aspect of this bill, that the Congress should not say to him that the foreign recruitment of labor should also be handled by the same agency of Government, for the purpose of getting better recruitment?

So much point is made about the fact that Mr. Jones may have one idea or another as to how it should be done. He has testified that what he wants is a practical solution, and this is a practical solution. But when all is said and done it remains for the Congress to determine and to mandate an agency, rather than for the agency to mandate the peoples' representatives as to the type of policy that shall be carried out.

Mr. DONDERO. Will the gentleman yield?

Mr. DIRIKSEN. I yield.

Mr. DONDERO. I am curious to know why a portion of this program should be assigned to the Office of Education.

Mr. DIRKSEN. Not the Office of Education; the Office of Extension.

Mr. DONDERO. Then the gentleman mispoke himself.

Mr. DIRKSEN. I meant the Office of Extension in Washington, D. C.

Consequently we are going to get a co-ordinated program. But let me say this: I think we overemphasize the importance of this program, because the great bulk of the labor is, after all, handled privately and independently. The record will show it, as a matter of fact. In the State of California if you depend entirely upon this, you would still be shy a great many farm workers to carry on the crop function of the State of California. The work herein contemplated will be supplemented by a larger effort on the part of private functioning agencies in finding the labor.

Mr. ELLIOTT. Will the gentleman yield?

Mr. DIRKSEN. I yield.

Mr. ELLIOTT. Then you feel that the way this bill is drafted at the present time there will be practically no lost motion in handling foreign labor that may be brought in?

Mr. DIRKSEN. There will be none whatsoever. In addition, this will be more efficient and a more economical way of handling it.

So I want to emphasize that this is, in my judgment, the very best and most efficient and economical approach to this problem that we can take.

One other thing. If you will look at the figures you will find there were about 2,500,000 placements by the State extension service of 1,200,000 different workers. If you will multiply that into the expenditure you will find it costs about \$4.50 per capita to take care of those who were recruited within the State.

Then look at the figures for the 100,000-plus who were recruited by the labor office in the War Food Administration, including 70,000 foreign workers, and you will find that, including subsistence and transportation, it cost more than \$220 a head. If my figures are correct, it cost slightly over \$22,000,000 to perform this recruitment service for 100,154 workers of which more than \$14,000,000 was ex-

pended for transportation and subsistence. That means that the over-all cost was about \$220 per person and comparatively that is rather high. The Federal Office of Extension can do a better job than that at far less cost to the taxpayer.

The CHAIRMAN. The time of the gentleman from Illinois has expired.

Mr. CANNON of Missouri. Mr. Chairman, the Clerk may read.

The Clerk read as follows:

PAYMENTS TO STATES

* SEC. 2. (a) For the purpose of assisting in providing an adequate supply of workers for the production and harvesting of agricultural commodities within the several States, the Administrator shall apportion among the several States, on the basis of need, not more than \$17,500,000 of the sum appropriated by section 1 (including apportionments heretofore made) and the sums so apportioned shall be available for payment to such States for expenditure by the agricultural extension services of the land-grant colleges in such States in accordance with such agreements as may be entered into by the Administrator and such extension services and subject to the supervision of the Administrator. The purposes for which such funds may be expended by such extension services shall include, among other things, (1) the recruiting (including recruitment within the State of recruitment for employment elsewhere), placement (including the placement of workers as tenants or sharecroppers), and training of such workers; (2) transportation (including transportation from State to State and within the State of recruitment for employment elsewhere), supervision, subsistence, protection, health, and medical and burial services, and shelter for such workers and their families and necessary personal property; (3) lease, repair, alteration, and operation of labor supply centers and other necessary facilities and services, including former Civilian Conservation Corps camps, and not to exceed \$200,000 for the construction of labor supply centers and other necessary facilities and services (not to exceed \$40,000 for any one center); (4) advancing to workers of sums due from employers within the United States who are under contractual obligation to reimburse such extension services for such advances, the repayments from employers for such advances to be credited to the respective funds apportioned to the States; (5) employment of personnel and other administrative expenses; (6) payment to or reimbursement of other public or private agencies or individuals for furnishing services or facilities for such purposes; and (7) rendering assistance with respect to the deferment of agricultural labor, including among other things of information on the contribution that individuals subject to selective service are making to agricultural production. Such extension services may enter into agreements with other public and private agencies and individuals and utilize the facilities and services of such agencies and individuals in carrying out the purposes of this section.

(b) The Administrator shall certify to the Secretary of the Treasury, from time to time, the amounts to be paid to each State under this section and the time or times such amounts are to be paid; and the Secretary of the Treasury shall pay to the State, at the time or times fixed by the Administrator, the amounts so certified.

Mr. EDWIN ARTHUR HALL. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I am glad to see a bill under consideration that at least attempts to solve the farm-labor situation.

I am not entirely satisfied with this measure but it is at least an effort or an attempt on the part of the House to see what can be done to meet the terrible dearth of farm labor which is prevalent throughout the entire Nation.

When I say that 1 dairy farmer in up-State New York can do more work in 1 day than 10 Mexicans can in a month that statement is not made disparagingly of the Mexicans' efforts; it describes the industry, the experience, and the ability of the dairy farmers in up-State New York to surmount the tremendous difficulties which have been placed in their way. They have been deprived of farm labor, of the natural law of supply and demand, due to bureaucratic regulation, and of everything else which, as Americans, they have been accustomed to work with. As a result the number of auction sales in my district alone attest that they have done everything within their power as they go along trying to keep their heads above water and to maintain private enterprise and individual initiative qualities so sorely missed at this time.

In discussing this important subject of farm labor I wonder if I might probe a bit into the future to examine what is going to happen to the 12,000,000 servicemen who will be mustered out at the close of this war. I assume that about two and a half million men will be kept in the standing Army as far as we know at the present time. That will leave nine and one-half million who will come back to take their places again in their communities where they lived before the war. That means nine and one-half million patriotic Americans feeling they deserve a place in the sun in the post-war pursuits which are bound to expand and to open up to every citizen of the United States if an intelligent approach is made to this colossal problem. It is the duty of Congress to provide ways and means by which the soldier can return to the farm and give him an opportunity of acquiring his rood of ground and maintaining that individual initiative which has contributed to the greatness of American agriculture ever since this country began. I believe that we owe it to the returning soldiers to formulate a plan in agriculture whereby they may be able to own and maintain their little farms. I sincerely hope they will not be faced with the danger of being swallowed up either by a government which—God forbid that it ever happen in this country—seeks to place them on the land as a serf, or by some large entrepreneur who keeps buying up land to the extent that he reduces the owners of small farms to the same status they would be reduced to if the Government took over all the farms. I maintain it is necessary to consider this problem and I hope the House will do so.

The CHAIRMAN. The time of the gentleman from New York has expired.

By unanimous consent the pro forma amendment was withdrawn.

The Clerk read as follows:

EXPENDITURE OF OTHER FUNDS

SEC. 3. (a) The funds appropriated by section 1 and not apportioned by the Administrator among the several States pursuant to

section 2 shall be allotted by the Administrator to the Office of Extension, War Food Administration, for expenditures, of which not to exceed \$200,000 shall be available for administrative expenses in the District of Columbia. The purposes for which such funds may be expended shall include, among other things, (1) the recruiting and transportation of foreign workers and their families and necessary personal property, within the United States and elsewhere; (2) furnishing, by loans or otherwise, of health and medical and burial services, training, subsistence, allowances, protection, and shelter for such workers and their families, while en route, including the furnishing of health and medical services to agricultural workers and their families housed in any labor supply center operated as a part of this program; (3) advancing to workers of sums due from employers within the United States who are under contractual obligation to reimburse the United States for such advances, the repayments from employers for such advances to be credited to the funds available to the Administrator; (4) payments in lieu of taxes on labor supply centers in accordance with the procedure set forth in the act of June 29, 1936 (40 U. S. C. 432); (5) determination and payment of claims (not exceeding \$50 in any one case) of workers recruited in foreign countries (a) who, in preparation for transportation to or from the United States and subsequent failure of such transportation, have suffered losses, or (b) who have been transported to the United States and during said transportation, including embarkation and debarkation, have suffered the loss of or damage to personal effects; and (6) operating personnel and expenses to carry out the above purposes.

(b) The Administrator may allocate to any State, in the manner provided in section 2, from the amount made available by this section, such funds for labor supply centers and other necessary services and facilities and for the feeding of workers in such centers, as in his judgment may be more advantageously applied by such State for the Federal Government than by direct expenditure by the War Food Administration. He is also authorized, in connection with the purposes of this subsection, to loan to any State any labor supply center and the facilities and equipment thereof, owned by the United States, under such terms and conditions as he may specify.

(c) Not more than \$200,000 of the combined sum of the appropriation in Public Law 45, Seventy-eighth Congress, and the direct appropriation in section 1 hereof shall be available for obligation during the calendar year 1944 for administrative expenses of the Administrator under such Public Law 45 and this act, including (1) the employment of persons and organizations, by contract or otherwise, at the seat of government and elsewhere; (2) purchase, exchange, operation, and maintenance of passenger-carrying vehicles; (3) printing and binding; (4) travel expenses of persons employed in administrative, supervisory, or facilitating capacities within a foreign country or from a foreign country to the United States and return, including such expenses to first-duty stations; and (5) payment to or reimbursement of other agencies or individuals for administrative expenses incurred by them.

(d) For the purpose of this act, the Administrator is authorized—

(1) to utilize the facilities, services, and personnel of units and agencies within the Department of Agriculture; to enter into agreements with other public or private agencies or individuals; to utilize (pursuant to such agreements) the facilities and services of such agencies and individuals and to delegate to them functions under this joint resolution; and to allocate or transfer funds to (in addition to the transfers authorized by the Department of Agriculture Appropriation

Acts for the fiscal years 1944 and 1945), or otherwise to pay or reimburse such units, agencies, and individuals for expenses in connection therewith;

(2) to accept and utilize voluntary and uncompensated services; and

(3) to cooperate with the Secretary of State in the negotiation or renegotiation of agreements with foreign governments relating to the importation of workers into the United States.

Mr. CANNON of Missouri. Mr. Chairman, I ask unanimous consent that on page 4, in lines 9 and 10, the word "expenditures" may be corrected to read "expenditure."

The CHAIRMAN. Without objection, it is so ordered.

There was no objection.

The Clerk read as follows:

LIMITATIONS

SEC. 4. (a) No part of the funds herein appropriated shall be expended for the transportation of any worker from the county where he resides or is working to a place of employment outside of such county without the prior consent in writing of the county extension agent of such county, if such worker has resided in such county for a period of 1 year or more immediately prior thereto and has been engaged in agricultural labor as his principal occupation during such period.

(b) No part of the funds herein appropriated, or heretofore appropriated or made available to any department or agency of the Government for the recruiting, transportation, or placement of agricultural workers, shall be used directly or indirectly to fix, regulate, or impose minimum wages or housing standards, to regulate hours of work, or to impose or enforce collective-bargaining requirements or union membership, with respect to any agricultural labor, except with respect to workers imported into the United States from a foreign country and then only to the extent required to comply with agreements with the government of such foreign country: *Provided*, That nothing herein contained shall prevent the expenditure of such funds in connection with the negotiation of agreements with employers of agricultural workers which may provide that prevailing wage rates shall be paid for particular crops and areas involved and that shelter shall be provided for such workers.

Mr. CRAWFORD. Mr. Speaker, I move to strike out the last word for the purpose of interrogating the chairman of the committee.

The CHAIRMAN. The gentleman from Michigan is recognized for 5 minutes.

Mr. CRAWFORD. Mr. Chairman, does the language on page 8 and following mean that if Puerto Rican laborers are brought in here from Puerto Rico, where they do have organized union workers in agriculture, that after arriving here these funds could be used by those in charge of the administration of this act for the purpose of organizing the farm workers?

Mr. CANNON of Missouri. There is no possibility of using any part of the funds for any purpose other than those designated in the bill.

Mr. TABER. Mr. Chairman, will the gentleman yield?

Mr. CRAWFORD. I yield to the gentleman from New York.

Mr. TABER. There is an absolute prohibition against the use of the funds in the bill for anything of that character.

The Puerto Ricans would not be brought in or imported from a foreign country if they were brought in; they are defined specifically by the language at the bottom of that page as a State.

Mr. CANNON of Missouri. That refers to workers from a foreign country. Puerto Rico, of course, is not a foreign country.

Mr. TABER. In other words, Puerto Rico would not be within the exception; and I may say to the gentleman from Michigan that other foreign countries with which we have an agreement for the importation of these laborers have specifically required our State Department to agree that these people shall join no organizations. That has been done by the foreign countries, and we have no control over them.

Mr. CANNON of Missouri. There are no funds in the bill that can be used for any purpose except that of recruitment and placement of labor.

Mr. CRAWFORD. Mr. Chairman, those are the answers to the questions I desired to have answered.

By unanimous consent the pro forma amendment was withdrawn.

The Clerk read as follows:

MISCELLANEOUS PROVISIONS

SEC. 5. (a) Funds appropriated by this act may be expended without regard to section 3709 of the Revised Statutes.

(b) Any payments made by the United States or other public or private agencies or employers to aliens brought into the United States under this act shall not be subject to deduction or withholding under section 143 (b) of the Internal Revenue Code.

(c) For the purpose of this act—

(1) the term "State" includes Alaska, Hawaii, and Puerto Rico;

(2) the term "worker" includes nationals of the United States and aliens;

(3) the term "agricultural labor" includes any services or activities included within the provisions of section 3 (f) of the Fair Labor Standards Act of 1938 or section 1426 (h) of the Internal Revenue Code.

(d) Effective July 1, 1943, notwithstanding section 3 of the act of June 29, 1936 (U. S. C., title 40, sec. 433), receipts derived for the account of the United States from the use and occupancy of agricultural labor supply centers, including camps and facilities heretofore used by or under the control of the Farm Security Administration, shall be deposited in the Treasury as miscellaneous receipts: *Provided*, That all receipts derived from the furnishing of subsistence to workers shall be credited to the appropriation in section 1 and be available for expenditure by the Administrator for the replenishment of subsistence supplies and for expenses incident to the furnishing of such subsistence.

(e) The former Civilian Conservation Corps camps shall be transferred without charge to the Administrator, to the extent that he deems necessary to carry out the purposes of this act: *Provided*, That no such camp which is being utilized by any other agency of the Government, or which has been transferred to any State, county, municipality, or nonprofit organization, shall be transferred to the Administrator under this subsection without the consent of such agency, State, county, municipality, or organization.

(f) Notwithstanding provisions of title I of the Social Security Act, as amended (relating to grants to States for old-age assistance), and of appropriations for payments thereunder, in any case in which any State pays old-age assistance to any individual at a rate not in excess of the rate of old-age assistance

paid to such individual during the month of July 1943, any failure to take into consideration any income and resources of such individual arising from agricultural labor performed by him as an employee, or from labor otherwise performed by him in connection with the raising or harvesting of agricultural commodities, after the date of enactment of this act and prior to the seventh calendar month occurring after the termination of hostilities in the present war, as proclaimed by the President shall not be a basis of excluding payments made to such individual in computing payments made to States under section 3 of such title, of refusing to approve a State plan under section 2 of such title, or of withholding certification pursuant to section 4 of such title.

(g) In order to facilitate the employment by agricultural employers in the United States of native-born residents of North America, South America, and Central America, and the islands adjacent thereto, desiring to perform agricultural labor in the United States, during continuation of hostilities in the present war, any such resident desiring to enter the United States for that purpose shall be exempt from the payment of head tax required by section 2 of the Immigration Act of February 5, 1917, and from other admission charges, and shall be exempt from those excluding provisions of section 3 of such act which relate to contract laborers, the requirements of literacy, and the payment of passage by corporations, foreign government, or others; and any such resident shall be admitted to perform agricultural labor in the United States for such time and under such conditions (but not including the exaction of bond to insure ultimate departure from the United States) as may be required by regulations prescribed by the Commissioner of Immigration and Naturalization with the approval of the Attorney General; and in the event such regulations require documentary evidence of the country of birth of any such resident which he is unable to furnish, such requirement may be waived by the admitting officer of the United States at the point where such resident seeks entry into the United States if such official has other proof satisfactory to him that such resident is a native of the country claimed as his birthplace. Each such resident shall be provided with an identification card (with his photograph and fingerprints) to be prescribed under such regulations which shall be in lieu of all other documentary requirements, including the registration at time of entry or after entry required by the Alien Registration Act of 1940. Any such resident admitted under the foregoing provisions who fails to maintain the status for which he was admitted or to depart from the United States in accordance with the terms of his admission shall be taken into custody under a warrant issued by the Attorney General at any time after entry and deported in accordance with section 20 of the Immigration Act of February 5, 1917. Sections 5 and 6 of such act shall not apply to the importation of aliens under this act. No provision of this act shall authorize the admission into the United States of any enemy alien.

(h) When authorized by the Administrator, workers under the program may be used in the packing, canning, freezing, drying, or other processing of perishable or seasonal fruits and vegetables.

(i) This act shall take effect upon the date of its enactment into law and shall thereupon supersede the act of April 29, 1943 (Public Law 45), to the extent that such act is inconsistent with this act.

(j) This act may be cited as the "Farm Labor Supply Appropriation Act, 1944."

Mr. TABER. Mr. Chairman, I offer an amendment, which I send to the Clerk's desk.

The Clerk read as follows:

Amendment offered by Mr. TABER: Page 12, after line 17, insert a new paragraph, as follows:

"Provided further, That notwithstanding any provisions to the contrary in the act approved July 12, 1943 (Public Law 132), funds available to the War Manpower Commission for the current migration of Mexican or Canadian nationals under the auspices of the War Manpower Commission for industrial and railroad purposes essential to the war effort, may continue to be expended during the fiscal year 1944."

Mr. TABER. Mr. Chairman, so that the House may understand this amendment, there is \$140,000 that has been allocated out of the President's funds to the War Manpower Commission to permit them to promote the migration of Canadian and Mexican workers into the United States temporarily in a similar manner to the manner in which they are being brought in here for work upon the railroads in this country. It has been used quite successfully and we would like to have it continued, especially in view of the fact that the paragraph relating to the importation of Puerto Rican laborers was cut out of the deficiency bill that was up here yesterday.

Mr. CANNON of Missouri. Mr. Chairman, the gentleman from New York and I have conferred on this amendment, and it is entirely acceptable to the committee.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. TABER].

The amendment was agreed to.

Mr. CANNON of Missouri. Mr. Chairman, I ask unanimous consent that the subsection numbers on page 12 (i) and (j) be changed to (j) and (k), respectively.

The CHAIRMAN. Is there objection to the request of the gentleman from Missouri [Mr. CANNON]?

There was no objection.

Mr. CANNON of Missouri. Mr. Chairman, I move that the Committee do now rise and report the bill back to the House with sundry amendments with the recommendation that the amendments be agreed to and that the bill as amended do pass.

The motion was agreed to.

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. THOMASON, Chairman of the Committee of the Whole House on the state of the Union, reported that that Committee, having had under consideration the joint resolution (H. J. Res. 208) making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944, had directed him to report the same back to the House with the recommendation that the amendments be agreed to, and that the bill as amended do pass.

Mr. CANNON of Missouri. Mr. Speaker, I move the previous question on the bill and all amendments thereto to final passage.

The previous question was ordered.

The SPEAKER. Is a separate vote demanded on any amendment? If not, the Chair will put them in gross.

The amendments were agreed to.

The SPEAKER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time and was read the third time.

The SPEAKER. The question is on the passage of the bill.

The bill was passed, and a motion to reconsider was laid on the table.

Mr. CANNON of Missouri. Mr. Speaker, I ask unanimous consent to extend my own remarks in the Record on the bill and also to extend my own remarks that I made today.

The SPEAKER. Is there objection to the request of the gentleman from Missouri [Mr. CANNON]?

There was no objection.

FURTHER MESSAGE FROM THE SENATE

A further message from the Senate, by Mr. Frazier, its legislative clerk, announced that the Senate had passed, with amendments in which the concurrence of the House is requested, a joint resolution of the House of the following title:

H. J. Res. 171. Joint resolution to permit the importation from foreign countries free of duty, during a period of 90 days, of certain grains and other products to be used for livestock and poultry feed.

The message also announced that the Senate insists upon its amendments to the foregoing joint resolution, requests a conference with the House on the disagreeing votes of the two Houses thereon, and appoints Mr. GEORGE, Mr. WALSH of Massachusetts, and Mr. VANDENBERG to be the conferees on the part of the Senate.

The message also announced that the Senate agrees to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 3598) entitled "An act making appropriations to supply deficiencies in certain appropriations for the fiscal year ending June 30, 1944, and for prior fiscal years, to provide supplemental appropriations for the fiscal year ending June 30, 1944, and for other purposes."

The message also announced that the Senate disagrees to the amendments of the House to the amendments of the Senate numbered 8, 12, and 38 to the foregoing bill; further insists upon its amendments numbered 8, 12, 13, 20, 22, 23, 26, 37, 38, 39, 49, 94, and 96 to said bill disagreed to by the House, agrees to the conference asked by the House on the disagreeing votes of the two Houses thereon, and appoints Mr. McKELLAR, Mr. GLASS, Mr. HAYDEN, Mr. TYDINGS, Mr. RUSSELL, Mr. NYE, Mr. LODGE, and Mr. HOLMAN to be the conferees on the part of the Senate.

The message also announced that the Senate had passed a joint resolution of the following title, in which the concurrence of the House is requested:

S. J. Res. 103. Joint resolution continuing the Commodity Credit Corporation as an agency of the United States.

The message also announced that the Senate insists upon its amendments to the bill (H. R. 2207) entitled "An act

to amend the Nationality Act of 1940," disagreed to by the House; agrees to the conference asked by the House on the disagreeing votes of the two Houses thereon, and appoints Mr. MALONEY, Mr. ANDREWS, and Mr. BALL to be the conferees on the part of the Senate.

CONTINUING THE COMMODITY CREDIT CORPORATION AS AN AGENCY OF THE UNITED STATES

Mr. SPENCE. Mr. Speaker, I ask unanimous consent for the immediate consideration of Senate Joint Resolution 103 under the general rules of the House, and that there may be 30 minutes' general debate, to be divided equally between the gentleman from Michigan [Mr. WOLCOTT] and myself.

The Clerk read the title of the joint resolution.

The SPEAKER. Is there objection to the request of the gentleman from Kentucky [Mr. SPENCE]?

There was no objection.

Mr. SPENCE. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the state of the Union for the consideration of Senate Joint Resolution 103, extending the life of the Commodity Credit Corporation.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House on the state of the Union for the consideration of Senate Joint Resolution 103, with Mr. COOPER in the chair.

The Clerk read the title of the joint resolution.

The first reading of the joint resolution was dispensed with.

The CHAIRMAN. Under previous order of the House, the gentleman from Kentucky [Mr. SPENCE] is recognized for 15 minutes, and the gentleman from Michigan [Mr. WOLCOTT] is recognized for 15 minutes.

Mr. PACE. Mr. Chairman, a parliamentary inquiry.

The CHAIRMAN. The gentleman will state it.

Mr. PACE. Mr. Chairman, due to the fact that printed copies are not available, would it be in order to ask unanimous consent to read the entire resolution for the information of the House?

The CHAIRMAN. It would. Is there objection to the request of the gentleman from Georgia [Mr. PACE]?

There was no objection.

The Clerk read the joint resolution (S. J. Res. 103), as follows:

Resolved, etc., That the first sentence of section 7 of the act approved January 31, 1935 (49 Stat. 4), as amended, is hereby amended by striking out "December 31, 1943" and inserting in lieu thereof "February 29, 1944."

Mr. SPENCE. Mr. Chairman, I yield myself 5 minutes.

Mr. Chairman, this resolution merely continues the life of the Commodity Credit Corporation from January 1 until February 29, 1944. It makes no change in the existing law. If this resolution is not passed by the end of this year, the Commodity Credit Corporation dies by expiration of the time for which it was created.

The Commodity Credit Corporation has been a useful agency. I think every Member of this House who represents an agricultural district knows of the services it has rendered to the people. It has not resorted to artificial devices, but has gone into the market and operated under the fundamental and economic law of supply and demand. It has given to the farmer a price and a market place for his product that he otherwise would not have had and certainly no one here wants to see that useful organization die.

Mr. MARTIN of Massachusetts. Will the gentleman yield?

Mr. SPENCE. I yield to the gentleman from Massachusetts.

Mr. MARTIN of Massachusetts. I understand that the gentleman is agreeable to accepting an amendment which the gentleman from Texas [Mr. KLEBERG] is to offer which would limit the extension to February 5. Is that true?

Mr. SPENCE. I have not really considered that. May I say that the Senate has had charge of this bill. The Senate says it will take 60 days to perfect the legislation. It seems to me the Senate is the judge as to what time it will take to consider legislation that has been heretofore passed by the House. I do know what effect the continuation of 30 days would have. It will mean a shortening of the vacation.

The time the life of the Commodity Credit Corporation is continued is up to the House. The Senate has said it needs 60 days. My great interest is in seeing that the Commodity Credit Corporation is kept alive.

Mr. MARTIN of Massachusetts. I agree with the gentleman. The reason I am interrupting him is I thought, if he would agree to the amendment, perhaps we would not need to have so much discussion as if there were a conquest.

Mr. SPENCE. I have not had a chance to discuss this matter with the committee and I do not feel I have the right to agree to it; however, I am not opposing the amendment to be offered by the gentleman from Texas [Mr. KLEBERG].

It is up to the House. I am not going to resist it. If the House feels it should be 30 days, it is satisfactory to me. I think it is a question for them to decide.

Mr. CRAWFORD. Mr. Chairman, will the gentleman yield for another question?

Mr. SPENCE. I yield.

Mr. CRAWFORD. Do I understand now that the time has been limited to 15 minutes on each side?

Mr. SPENCE. That is the agreement.

Mr. LUDLOW. Will the gentleman yield?

Mr. SPENCE. I yield.

Mr. LUDLOW. During this period of extension the function of the Corporation will continue as it is going on now?

Mr. SPENCE. There is no change in the existing law at all. It merely continues the Commodity Credit Corporation until February 29, 1944. I may say this resolution, I understand, was passed by the Senate without debate. That certainly would indicate there is nothing controversial in it.

Mr. RAYBURN. Will the gentleman yield?

Mr. SPENCE. I yield.

Mr. RAYBURN. We might shorten this matter if the gentleman from Kentucky would yield to the gentleman from Texas to offer his amendment unless somebody else wants to take time in the general debate.

Mr. GIFFORD. Mr. Chairman—

Mr. SPENCE. I yield to the gentleman from Texas.

Mr. GIFFORD. Mr. Chairman—

The CHAIRMAN. The time of the gentleman from Kentucky has not yet expired.

Mr. GIFFORD. We are entitled to half of the time. I do not want to speak, but I want to make a brief comment.

The CHAIRMAN. The gentleman has 15 minutes. The gentleman from Kentucky has 15 minutes and he yielded himself 5 minutes which has not yet expired.

Mr. GIFFORD. That is perfectly all right with me.

Mr. KLEBERG. Will the gentleman yield?

Mr. SPENCE. I yield.

Mr. KLEBERG. The amendment which I have to offer is an amendment changing the date from February 29 to February 5, 1944. In view of the very fair statement the gentleman from Kentucky has made, I have no desire to prolong the debate. The matter has been amply discussed here and over on the other side and so far as I am concerned I will have nothing to say on the amendment whatsoever. The amendment speaks for itself. The time should be ample for the Senate to draft any bill other than a tax bill, as fully informed as they are on it.

Mr. CRAWFORD. Will the gentleman yield?

Mr. SPENCE. I yield.

Mr. CRAWFORD. I wish to ask the gentleman from Texas [Mr. KLEBERG] this question: The gentleman does, however, propose to submit his amendment changing the date from February 29 to February 5, 1944?

Mr. KLEBERG. I do, as soon as we read the resolution.

Mr. CRAWFORD. So that the Committee will have a chance to have debate on it.

Mr. KLEBERG. As soon as the general debate is over.

Mr. BROWN of Georgia. Will the gentleman yield?

Mr. SPENCE. I yield.

Mr. BROWN of Georgia. It is very necessary that something be done as soon as possible to extend the life of the Commodity Credit Corporation in view of the fact that Mr. Marvin Jones wants to make an announcement of the program to farmers who are producing the war crops and he is very anxious to announce that program as early as possible.

Mr. PATMAN. Will the gentleman yield?

Mr. SPENCE. I yield.

Mr. PATMAN. If the extension of the Commodity Credit Corporation is agreed upon for 60 days, that will not prevent the same argument being made as was made by our distinguished colleague the gentleman from Georgia [Mr. Brown], that the legislation should be expedited. But I think it is very necessary we extend the Commodity Credit Corporation for a sufficient length of time so as not to jeopardize

the life of that Corporation. It must be remembered that there are millions of bales of cotton, which is just one commodity involved in this, and if the support price is taken out from under the Commodity Credit Corporation cotton that is now selling at 20 cents a pound, it probably would not be selling at 10 cents a pound very soon, because there is an enormous surplus of cotton. Foreign countries cannot buy that cotton because there is a lack of ocean transportation and there are many things about it unlike the other war that would cause the price of cotton immediately to slump and probably go down one-half.

Mr. SPENCE. I reserve the balance of my time.

The CHAIRMAN. The gentleman from Kentucky has consumed 6 minutes.

The CHAIRMAN. The gentleman from Massachusetts is recognized for 15 minutes.

Mr. GIFFORD. I want to make a brief observation.

We are all agreed on the extension of the life of the Commodity Credit Corporation. I do not expect anyone to vote against it. The question at issue is how long a time we are to allow administration leaders to browbeat us into obedience. Think of the great majority in both branches of this Congress desiring this legislation. But, it is to be a question as to how much time shall be granted to allow those in the extreme minority to urge others to change their votes so that we may lack the two-thirds to finally save the measure? Some of us feel that February 5 is long enough to subject Members to that sort of treatment. You can see what has happened in the last few days in the other body. Great pressure has been brought to bear to postpone to gain time. It is most annoying. If you harp on a thing long enough you will get believers.

In my own district you now have a few converts, because certain commentators favorable to the administration are making some of my people believe in the consumer subsidies. They are trying to frighten our people by misrepresenting the effect of this ant subsidy program. These few are loyally expressing the views of a stubborn administration. We certainly have the arguments against consumer subsidies. We have had the courage to put the bill over. The minority feel that all they need now is time. They desire to annoy us as long as possible, hoping to force enough of us to change our votes. That is the only issue today. We understand it. We desire to be reasonable. We have gone a long way when we agree to extend the time to February 5. We do not think we should allow 60 days for the administrative whiplash to be wielded. I long for the day when sometime again we will have leaders here who will lead us where we decide to go, instead of managers for the administration to drive us. I have said this before. I resent it.

Although the great majority are for this legislation, it will be postponed and the whip used until we lack the two-thirds vote probably necessary. It tempts me to believe that the two-thirds vote should be repealed; that no man should have two votes to my one. In

The SPEAKER pro tempore. The time of the gentleman from New York has expired.

Mr. MARCANTONIO. Mr. Speaker, I ask unanimous consent to proceed for 1 additional minute.

The SPEAKER pro tempore. Without objection it is so ordered.

There was no objection.

Mr. MARCANTONIO. Members of this House rend the air and beat their breasts, said it was an unconstitutional measure, that it violated State rights. It became law, however, and nobody has ever challenged its constitutionality.

Sections 2 and 4 of article I, and the fifth section of the fourteenth amendment of the Constitution of the United States gives Congress definite power to regulate the time, place, and manner of elections of Members of the House, the Senate, Presidential and Vice Presidential electors, as well as power to enforce by appropriate legislation the provisions of the fourteenth amendment. Further than that, I believe the gentleman will concede that the elder statesman from Virginia, Senator CARTER GLASS, is a greater defender of State rights than the gentleman from Maine. When Senator CARTER GLASS sustains this proposal, then I am pretty safe in saying that the constitutional argument is being used, in my opinion, to evade the responsibility that we owe to the American soldier.

Mr. GWYNNE. Mr. Speaker, will the gentleman yield?

Mr. MARCANTONIO. I yield.

The SPEAKER pro tempore. The time of the gentleman from New York has again expired.

Mr. GWYNNE. Mr. Speaker, I ask unanimous consent that the gentleman may proceed for 1 additional minute.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

Mr. GWYNNE. Mr. Speaker, I am inclined to agree with the gentleman so far as the constitutional question is involved. It has always seemed to me that the Federal Government under the Constitution has the authority to regulate the election of its own officials. If this be not so we can hardly claim to be a sovereign Government; but is not this true: That if the Federal Government alone acts in the matter then these soldiers would not have the right to vote for State and county officials?

Mr. MARCANTONIO. The Green-Lucas bill, the gentleman will remember, under title 2, specifically makes provision for facilitating the transmission of State ballots for State offices on the part of the States.

Mr. GWYNNE. What I am getting at is that unless the States do act to change their laws the soldiers will not have the privilege of voting for State offices.

Mr. MARCANTONIO. That may be, but unless we adopt the Green-Lucas-Worley proposal every soldier will be denied the right to vote for their Congressmen, their Senators, and their President. Certainly, the gentleman must agree that we must give them at least this right.

The SPEAKER pro tempore. The time of the gentleman from New York has again expired.

THE INSURANCE BUSINESS

The SPEAKER pro tempore. Under the previous order of the House the gentleman from Iowa [Mr. GWYNNE] is recognized for 15 minutes.

Mr. GWYNNE. Mr. Speaker, there is a school of thought in America that believes insurance should be controlled by the Federal Government. In fact, that very question will soon be before us for decision.

Of course, the proponents of Federal control will carefully camouflage it. They will tell us that they are seeking cheaper protection or that they are only fighting monopoly.

I have no brief for the insurance companies. If abuses exist in their management, they should be corrected. Neither monopoly nor overcharging should be allowed. But before we embark upon the course of Federal regulation we should carefully consider two questions. First, is it safe to add to our gigantic Federal bureaucracy at this time? Second, are the States able to furnish adequate regulation and control of insurance companies operating within their borders?

Hardly a day passes in the House that some Member does not point out the disadvantages and dangers of bureaucratic government. Within the last 25 years the building up of great bureaus in Washington has completely revolutionized our mode of living. Our representative type of government with its carefully coordinated three branches has almost ceased to exist. Of course, Congress still passes laws. But only in the technical sense can it be said that Congress governs the country. The real guiding, or rather misguiding, hand is to be found in the labyrinth of Federal bureaus which now reach into almost every activity of our daily lives. The passage of almost every law is followed by the issuance of volumes of complicated rules and regulations. These rules and regulations are made by persons who have never been elected by the people and are often in direct opposition to the intent of Congress as expressed in the law. Neither Congress nor the people have adequate control over these agencies. For the most part the courts are also powerless. In many instances the Congress very unwisely has taken away the right of the citizen to appeal to the courts established by the Constitution for his protection. Thus the plain intent of the Constitution and of the common law as developed after years of struggle, are set at naught.

Not only has the power of legislation been turned over to the executive branch but also the power of judging as well. In recent years many quasi-judicial tribunals have been set up which have the powers of trial and decision, but apparently are not governed by constitutional and traditional safeguards which surround regularly established courts. Far more controversies are now being settled in these tribunals than in the courts.

I am sure it is not necessary to make an extended comment on this evil and dangerous situation. The growth of centralized and unregulated bureaus in the hands of the Federal Government is

a real danger to human liberty. It must be fought just as vigorously as we are now fighting our enemies on foreign battlefields.

I do not blame any particular group nor any particular party for this condition. A combination of reasons has brought it upon us. I am, however, certain of one thing. The one body that can destroy bureaucracy and restore representative government is the Congress. Most of these bureaus exist because we created them or else appropriated funds for them after they had been created by Executive order. Certainly before we add another gigantic bureau we should make a careful survey to see if there is any real need for it.

Insurance is a far-flung business involving billions of dollars and millions of people. Should the Federal Government undertake to regulate it, think of the tremendous bureau that would be necessary. It will render insignificant all bureaucratic control as we now know it. The plain duty of this Congress is not to add more bureaus but to eliminate many we now have. No more centralization of power in Washington. Congress must hold that line.

Under existing decisions of the Supreme Court of the United States, the legal right of the States to completely regulate insurance has long been settled. This was well expressed by Mr. Justice Frankfurter in *Osborn v. Ozlin* (310 U. S. 53 (1940)), as follows:

The ways of safeguarding against the untoward manifestations of nature and other vicissitudes of life have long been withdrawn from the benefits and caprices of free competition. The State may fix insurance rates (*German Alliance Insurance Co. v. Lewis*, 233 U. S. 389); it may regulate the compensation of agents (*O'Gorman & Young v. Hartford Fire Insurance Co.*, 282 U. S. 251); it may curtail drastically the area of free contract (*National Insurance Co. v. Wanberg*, 260 U. S. 71).

In reviewing the history of State regulation in the case of *German Alliance Insurance Co. v. Kansas* (233 U. S. 389 (1914)) the Court has the following to say:

We need only say that there was quite early State provisions for what is known as the unearned premium fund or reserve. Then came the limitation of dividends, the publishing of accounts, valued policies, standards of policies, prescribing investments, requiring deposits in money or bonds, confining the business to corporations, preventing discrimination in rates, limitation of risks, and other regulations equally restrictive.

The Court specifically held in this case that the business of insurance is so closely connected with the public interest as to justify legislative regulation of rates by the States.

The Attorney General of the United States apparently takes the view that the laws regulating insurance in many States are inadequate. After all, we wonder what business that is of the Attorney General. The people through their State legislatures have a right to say what regulation they wish for insurance in their particular jurisdiction. Before we jump to any hasty conclusion that State control has not been successful, it might be well to look to the record of insurance throughout the country.

The subject of insurance is one which touches the lives of practically every American family. It constitutes the principal estate of a great percentage of those who die. It is a valuable feature of any estate. Upon the death of the former owner many assets shrink drastically in value. A policy of life insurance is paid in full and without delay. Because of its protection to dependents and because of its encouragement to thrift and saving, the buying of insurance, particularly by young people, has been universally encouraged. I have known people to regret the buying of almost every kind of property except insurance. The usual regret of people approaching old age is that they did not buy more insurance when they were young. And yet strangely enough very few people hunt up an insurance agent and insist that he sell them a policy. Most of the insurance policies now in force and protecting the future widows and orphans owe their existence to the energy and salesmanship of a life-insurance agent. Many of the people who have insurance know very little about the higher officers of the company. They do, however, know their local agent. He is their friend. He advises them about their program. He helps them to get a loan to tide them over in bad times. In other words, a life insurance company is a service organization which through the local agent is able to keep in close contact with its many patrons.

A few statistics will illustrate the importance of insurance to the American people. In 1942, 303 life insurance companies collected in premiums \$4,181,415,000, and their combined assets were \$34,931,411,000. The amount of insurance in force was \$130,332,848,000. If we include 54 life insurance associations and 205 life insurance fraternal, the final figures are: Total premiums collected, \$4,317,102,000; total assets, \$36,275,927,000; and insurance in force, \$138,987,149,000. In 1941, 370 stock, fire, marine, and auto fire insurance companies collected in premiums \$1,075,617,000, and held assets of \$2,686,741,000. If we include mutual companies and various other organizations engaged in insurance we find 589 companies with combined assets of \$3,131,557,000 and collecting annual premiums of \$1,309,680,000. There are at least 64,000,000 life insurance policyholders in America, and the amount of insurance in effect is equal to \$900 life-insurance protection per capita for the Nation's population. Sixty percent of the life insurance in the world is in America.

In view of the remarkable record made by insurance companies under State regulation, we should be very careful about scrapping the present system and substituting for it control by a great Federal bureaucracy.

(Mr. GWYNNE asked and was given permission to revise and extend his own remarks.)

EXTENSION OF REMARKS

Mr. McCORMACK. Mr. Speaker, I ask unanimous consent that the gentleman from Michigan [Mr. RABAU] may be permitted to extend the remarks he

made today and to include therein excerpts from hearings and a report.

The SPEAKER pro tempore. Without objection, it is so ordered.

There was no objection.

LEAVE OF ABSENCE

By unanimous consent, leave of absence was granted as follows:

To Mr. HESS, for 4 days, on account of illness.

To Mr. LARCADE, for 1 week, on account of official business in attending a flood-control meeting in New Orleans, La.

To Mr. WRIGHT (at the request of Mr. GIBSON), for all of the week beginning December 14, on account of illness.

ADJOURNMENT

Mr. ROWAN. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to; accordingly (at 5 o'clock and 37 minutes p. m.) the House adjourned until tomorrow, Saturday, December 18, 1943, at 12 o'clock noon.

EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and referred as follows:

971. A letter from the Administrator, Federal Security Agency, transmitting the First Quarterly Report of the United States Commissioner of Education on the Education and Training of Defense Workers, covering the period beginning July 1, 1943, and ending September 30, 1943; to the Committee on Appropriations.

972. A letter from the Archivist of the United States, transmitting report on records proposed for disposal by various Government agencies; to the Committee on the Disposition of Executive Papers.

973. A letter from the Postmaster General, transmitting a draft of a proposed bill to amend section 214 of the act of February 28, 1925; to the Committee on the Post Office and Post Roads.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. COCHRAN: Committee on Accounts. House Resolution 385. Resolution providing for the employment of six expert transcribers for committee stenographers and three additional laborers by Doorkeeper of House; without amendment (Rept. No. 963). Referred to the House Calendar.

Mr. ELLIOTT: Joint Committee on the Disposition of Executive Papers. House Report No. 964. Report on the disposal of certain papers from several agencies of the Federal Government. Ordered to be printed.

Mr. CANNON of Missouri: Committee on Appropriations. House Joint Resolution 208. Joint resolution making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944; without amendment (Rept. No. 965). Referred to the Committee of the Whole House on the state of the Union.

Mr. FLANNAGAN: Committee on Agriculture. H. R. 3848. A bill to amend section 9 of the act of May 22, 1928, authorizing and directing a national survey of forest resources; without amendment (Rept. No. 966). Referred to the Committee of the Whole House on the state of the Union.

PUBLIC BILLS AND RESOLUTIONS

Under clause 3 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. BARRY:

H. R. 3862. A bill to amend section 8 of the act of May 29, 1930, as amended; to the Committee on the Civil Service.

By Mr. CLASON:

H. R. 3863. A bill to provide for the suspension of selective-service inductions for 6 months, to direct the classification of all men liable for training and service under the Selective Training and Service Act of 1940, between 18 and 38, as civilian selectees, and to provide for the basic military or naval training of such men in their home communities; to the Committee on Military Affairs.

By Mr. DIMOND:

H. R. 3864. A bill to repeal section 2 of the act entitled "An act for the preservation of American antiquities"; to the Committee on the Public Lands.

By Mr. MURDOCK:

H. R. 3865. A bill to reserve certain public-domain lands in the State of Arizona for addition to the Havasupai Indian Reservation, and for other purposes; to the Committee on Indian Affairs.

By Mr. O'CONNOR:

H. R. 3866. A bill to reserve certain land on the public domain in Utah for addition to the Goshute Indian Reservation; to the Committee on Indian Affairs.

H. R. 3867. A bill to authorize the Secretary of the Interior to dispose of certain lands heretofore acquired for the nonreservation Indian boarding school known as Sherman Institute, Riverdale, Calif.; to the Committee on Indian Affairs.

H. R. 3868. A bill to provide for the disposition of tribal funds of the Blackfeet Tribe of Indians; to the Committee on Indian Affairs.

H. R. 3869. A bill to amend section 1, act of June 29, 1940 (54 Stat. 703), for the acquisition of Indian lands for the Grand Coulee Dam and Reservoir, and for other purposes; to the Committee on Indian Affairs.

By Mr. KERR:

H. Res. 386. Resolution authorizing the employment of counsel to represent Congress in certain litigation brought by Goodwin B. Watson, William E. Dodd, Jr., and Robert Morss Lovett; to the Committee on Accounts.

H. Res. 387. Resolution providing for the expenses incurred in connection with House Resolution 386 and of further proceedings under House Resolution 105; to the Committee on Accounts.

By Mr. CAPOZZOLI:

H. Res. 388. Resolution creating a select committee to investigate railroad crashes and other accidents in the United States in 1942 and 1943; to the Committee on Rules.

MEMORIALS

Under clause 3 of rule XXII, memorials were presented and referred as follows:

By the SPEAKER: Memorial of the Chamber of Deputies of the Dominican Republic, memorializing the President and the Congress of the United States on the first anniversary of the treacherous Japanese attack on Pearl Harbor; to the Committee on Foreign Affairs.

PETITIONS, ETC.

Under clause 1 of rule XXII, petitions and papers were laid on the Clerk's desk and referred as follows:

4144. By Mr. ELSTON of Ohio: Petitions of William Robison Cafe, Greenville; Smoler's Tavern, Columbus; Mahoning Wine Shoppe, Youngstown; Leo L. Mattingly, Zanesville;

APPROPRIATION TO ASSIST IN PROVIDING A SUPPLY AND DISTRIBUTION OF FARM LABOR, CALENDAR YEAR 1944

DECEMBER 17, 1943.—Committed to the Committee of the Whole House on the
state of the Union and ordered to be printed

Mr. CANNON of Missouri, from the Committee on Appropriations,
submitted the following

REPORT

[To accompany H. J. Res. 208]

The Committee on Appropriations, to whom was referred House Joint Resolution 208, entitled "Joint resolution making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944," report the measure without amendment and with a favorable recommendation for its early consideration and passage by the House.

Presentation of the joint resolution is in response to a Budget estimate submitted in House Document No. 346 of the present session of \$35,000,000, plus the unexpended balance under the act of April 29, 1943 (Public Law 45), for assisting in providing an adequate supply of workers for the production and harvesting of agricultural commodities essential to the prosecution of the war in the calendar year 1944.

The amount recommended in the joint resolution is \$27,000,000, plus the unexpended balance under the previous appropriation, a decrease of \$8,000,000 in the Budget request.

The activity proposed by the joint resolution for the calendar year 1944 is in substance a continuance of the program adopted by Congress for the present calendar year, taking into consideration the enlarged goal of agricultural production contemplated and the amount of farm labor required to meet it.

Food requirements for the calendar year 1944 for the prosecution of the war by the United Nations and for the temporary relief of liberated people of occupied countries are estimated to be in excess of the needs for the calendar year 1943, the peak year of all time for production in the United States.

It seems hardly necessary to stress the vital importance of making every effort to produce the maximum of agricultural commodities of which we are capable. The calendar year 1944 is believed to be the crucial year of the war. It is the year in which the United Nations expect to bring to bear against the enemy the full weight of their military and economic strength. Maximum food production is not only necessary as the mainspring of Allied military operations in the field and maintenance of their civilian productive economy but also for participation in the temporary relief of the people in Axis-dominated countries when they are liberated and pending restoration of their own agricultural production.

In response to inquiry as to the needs, at home and abroad, in 1944, both as to character and amount of food, the War Food Administrator responded:

The needs will be tremendous. For the year as a whole, we may reasonably expect that more food will be needed for our armed forces. As they advance a larger percentage of food will have to be shipped abroad to meet their requirements and to provide temporary relief for the liberated people of occupied countries. The needs of our Russian allies will be greater until they can get reoccupied territory back into production. There will be a need for more food than we can produce.

The United States has greatly increased its production since the outbreak of the war. Total food production in 1943 is 5 percent larger than the record year of 1942 and 32 percent greater than the average of the 5-year period 1935-39. Assuming favorable weather conditions, the estimate for 1944 is a 4 percent increase over 1943, bringing the estimated increase for 1944 over the 1935-39 average to 36 percent.

The goal for 1944 is 380,000,000 acres of planted crops compared with 364,000,000 acres in 1943. This goal has been set after consultation with farmers and their representatives at State meetings. Their ability to meet the goal is plainly dependent upon the adequacy of the supply of farm labor. The following tabulation is a comparison of the 1943 and 1944 goals of production and the total labor requirements estimated to meet them:

TABLE 2.—*Estimated labor requirements—1943 indicated production compared to 1944 goals*

Item	Indicated goal		Goal as of 1943	Man-days ¹		
	1943	1944		1943	1944	Difference, 1944 over 1943
Total land devoted to crops ²	1,000 acres 363,694	1,000 acres 380,000	Percent 104	1,000	1,000	1,000
Major crops ³	353,082	371,965	105	872,900	924,630	+51,730
Grain and hay.....	293,646	307,724	105	461,433	480,482	+19,049
Corn, planted.....	96,818	100,253	104	261,409	270,683	+9,274
Oats, planted.....	42,654	39,558	93	38,389	35,602	-2,787
Barley, planted.....	17,893	17,372	97	17,893	17,372	-521
Sorghums (except sirup), planted.....	17,220	16,740	97	20,664	20,083	-576
Hay (all tame), harvested.....	60,489	62,838	104	66,538	69,122	+2,584
Wheat, planted.....	54,159	67,030	124	48,743	60,327	+11,584
Rye, acreage for harvest as grain.....	2,875	2,408	84	2,875	2,408	-467
Rice, planted.....	1,538	1,525	99	4,922	4,880	-42

See footnotes at end of table.

TABLE 2.—Estimated labor requirements—1943 indicated production compared to 1944 goals—Continued

Item	Indicated goal		Goal as of 1943	Man-days		
	1943	1944		1943	1944	Difference, 1944 over 1943
Major crops—Continued.	1,000 acres	1,000 acres	Percent	1,000	1,000	1,000
Oil and fiber crops.....	45,041	48,423	107	260,608	273,307	+12,699
Soybeans, harvested for beans..	11,480	13,654	119	13,776	16,385	+2,609
Flaxseed, planted.....	6,289	5,895	94	5,931	4,716	-315
Peanuts, grown alone.....	5,013	6,158	123	31,582	38,795	+7,213
Cotton (in cultivation July 1).....	21,995	22,277	101	208,952	211,631	+2,679
Broomcorn, planted.....	249	414	166	672	1,118	+446
Other.....	15	25	167	595	662	+67
Sugar crops.....	967	1,284	133	13,729	16,674	+2,945
Sugar beets, planted.....	636	951	150	5,851	8,749	+2,898
Sugarcane for sugar and seed..	331	333	105	7,878	7,925	+47
Vegetables.....	7,997	8,473	106	71,238	76,419	+5,181
Irish potatoes, planted.....	3,444	3,519	102	23,419	23,929	+510
Sweetpotatoes, planted.....	923	1,056	114	10,522	12,038	+1,516
Fresh vegetables, 23 crops.....	1,524	1,688	111	22,555	24,982	+2,427
Processing vegetables, 11 crops..	2,106	2,210	105	14,742	15,470	+728
Other major crops.....	5,431	6,061	111	65,892	77,748	+11,856
Dry beans, planted.....	2,807	3,048	109	7,298	7,925	+627
Dry peas, planted.....	741	895	121	519	626	+107
Tobacco, planted.....	1,471	1,756	119	57,663	68,835	+11,172
Winter coverage crop, seeded..	412	362	86	412	362	-50
Major livestock, poultry, and dairy products: ¹	(estimated production)			677,640	689,060	+11,420
Milk.....	1,000,000 pounds	1,000,000 pounds	1,000,000 pounds			
	118,302	121,237	102	354,906	366,000	+11,094
Eggs.....	1,000,000 dozen	1,000,000 dozen	1,000,000 dozen			
	4,516	4,597	102	90,314	90,900	+586
Poultry (except turkeys).....	1,000 pounds	1,000 pounds	1,000 pounds			
	4,029,700	4,500,000	112	28,213	31,495	+3,282
Turkeys.....	532,700	513,000	96	13,317	12,825	-492
Hogs.....	27,330,000	22,187,000	81	81,990	66,561	-15,429
Cattle and calves.....	18,700,000	21,635,000	116	93,500	108,175	+14,675
Sheep and lambs.....	2,200,000	1,872,000	85	15,400	13,104	-2,296
Other ²				618,400	627,150	+8,750
Total.....				2,168,940	2,240,840	+71,900

¹ Based on an average workday of 10 hours.² Excludes estimated acreage duplication where the same land is used for 2 purposes, and includes miscellaneous crops not listed in table.³ Man-days for 1943 are based on estimated crop acreages achieved and man-days for 1944 are based on acreage goals.⁴ The acreage of tobacco shown for 1944 includes marketing quota allotments for burley and flue-cured that may not be fully planted.⁵ Meat and livestock products. Man-days for 1943 are based on estimated livestock numbers, while those for 1944 are based on production goals.⁶ Home and market gardens, fruits, berries, nuts, miscellaneous crop acreages, horses and mules, ducks, geese, goats, bees, pasture, woods, and farm maintenance.⁷ Translating this 71,900,000 additional number of man-days into man-years, the additional agricultural labor required to meet the 1944 goals would have the equivalent of 287,600 men each working 250 days of 10 hours each during the year.

Summary tables showing crop production, livestock, poultry, and dairy products production, and crop acreages, for the average of the years 1935-39, and for the years 1940, 1941, 1942, and as indicated for 1943 and 1944, will be found on pages 24 and 25 of the hearings.

The farm labor supply program for the calendar year 1943 was inaugurated in a very limited manner late in the calendar year 1942 and early in 1943 with allocations from the President's emergency fund and the use of funds of the Farm Security Administration. Full

implementation and institution of the program did not occur until Congress, by the Act of April 29, 1943 (Public Law 45), provided an appropriation of \$26,100,000 for full operation in the remainder of the calendar year 1943. The program, during the period of its operation, has been fairly adequate. The Committee was advised during the course of the hearings that no substantial losses of food crops during 1943 have been directly attributable to lack of harvest labor.

The loss of labor to agriculture has been a serious problem and its replacement has been difficult. The committee was advised that from April 1, 1940, to January 1, 1943, it is estimated that the cumulative total of actual and potential workers, 14 years old and older, leaving agriculture, is 4,291,000. The following tabulation indicates these figures divided by those entering the armed forces, civilians leaving the farms, and those withdrawing from agriculture without changing residence:

TABLE 13.—*Estimated number of actual and potential workers, 14 years old and older, leaving agriculture Apr. 1, 1940, to Jan. 1, 1943*

Losses, cumulative since Apr. 1, 1940, to.....	Jan. 1, 1942	Jan. 1, 1943
Entered armed forces ¹	283,000	793,000
Civilians who left farms.....	960,000	1,398,000
Withdrew from agriculture without changing residence.....	1,900,000	2,100,000
Total losses to on-farm labor supply of actual or potential workers.....	3,143,000	4,291,000

¹ Farm operators and laborers.

NOTE.—During the period Jan. 1, to Aug. 31, 1943, approximately 195,000 farmers and farm laborers entered the armed forces.

Further loss has occurred since January 1, 1943, and will undoubtedly continue and some replacements have been made but the loss still continues to be a critical factor in production. This loss has been met by many different measures. Farmers have been obliged to work longer hours and to utilize every available member of their households. Large numbers of inexperienced city youth, women, and men have been mobilized to help meet the peak seasonal requirements. It has also been necessary to utilize organized troops on occasions, members of the armed forces on 1- to 3-day passes, prisoners of war, Japanese evacuees, and to import foreign labor from Mexico, the Bahamas, and Jamaica.

The program in the calendar year 1943 was divided in two parts by Congress in the enactment of the Farm Labor Supply Appropriation Act, approved April 29, 1943 (Public Law 45). Provision was made for allocations to the States to be expended by the State extension services for the recruitment, placement, transportation, and housing of intrastate labor and for direct expenditure by the War Food Administration for the recruitment, transportation, and housing of interstate and foreign labor. While the activity was late in getting started in 1943 (May 1), farm labor supplied through the medium of this assistance has been an important factor in food production.

The committee is advised that reports received indicate that from May through October 1943, approximately 3,400,000 placements of farm labor were made involving 1,600,000 different workers to approximately 1,000,000 farmers. These totals include 109,586 domestic and interstate workers transported at Government expense during the period September 1, 1942, to October 31, 1943, consisting of 23,150

domestic interstate workers and 86,436 foreign workers. The foreign workers consist of 59,334 Mexicans, 16,301 Jamaicans, and 10,801 Bahamans. The program for the entire calendar year 1943 estimates a total movement of 100,054 interstate workers, consisting of 29,800 domestic workers and 70,254 foreign workers. The farm labor force has also included the use, for varying periods, of 45,400 prisoners of war, 12,600 Japanese evacuees, 44,000 inmates of institutions, 2,500 conscientious objectors, 54,500 members of the military forces volunteering for farm work on 1- to 3-day passes, and 7,425 soldiers detailed (in units) by the War Department. A tabular statement as to the use, by States, of interstate domestic workers and foreign workers will be found on page 55 of the hearings, and a detailed statement, by States and types of crops, as to utilization of foreign workers will be found commencing on page 109.

The situation with respect to labor for the calendar year 1944 with increased agricultural production goals over 1943 and with greater requirements for industrial war production is more stringent than in 1943. The War Manpower Commission recently advised the committee that there would need to be found for war industry and the armed forces a total of 4,000,000 additional persons during the fiscal year 1944, of which 2,600,000 were estimated to be made available from other nonagricultural industry, leaving approximately 1,400,000 persons, not presently in the industrial labor force, to be found. Obviously with such a prospective shortage of industrial manpower there is little expectation, except in isolated instances, that the required agricultural labor can be obtained at the times and in the places needed unless a vigorous program of supply is operated.

The War Food Administration's estimates for the calendar year 1944 to meet production goals are based upon additional labor requirements of 71,900,000 man-days of labor or 287,600 man-years. Translated into workers to meet these needs the program for 1944 provides for 5,000,000 placements involving 2,200,000 different workers, an increase over estimated 1943 requirements of 600,000 different workers, including 26,646 additional interstate domestic and foreign workers. The 1944 program for the interstate and foreign activity contemplates a total of 126,700 workers consisting of 10,000 year-round domestic workers, 50,000 domestic seasonal workers, and 66,900 foreign workers. The latter group is estimated to comprise 25,000 foreign workers now in the United States and 41,900 to be imported during the calendar year 1944.

The committee believes that if our maximum production is to be attained in 1944, adequate provision must be made for the farm labor necessary to accomplish that end. The program for the calendar year 1943, which has been operating since May 1 last, has furnished proof of the need and an experience upon which to base the 1944 requirements. It has been a difficult program to operate. The varied commodity production of the United States, the different seasonal periods when crops are planted and harvested, and the geographical distances, combined with the different manpower conditions in different areas have made it necessary to have a mobile supply that can be moved quickly to meet emergent situations. This is particularly true of the "flash" type of crops of the perishable fruit and vegetable variety. This need has been met in commendable fashion by the War Food Administration through its interstate movements of domestic and foreign workers to supplement the local

labor supply made available through the State extension services. The continuation of this supply of labor in 1944 is necessary if growers are to be assured that their crops can be planted and harvested.

The appropriation for the calendar year 1943 terminates on December 31 next. It is highly important that provision be made before the commencement of the new calendar year if the labor program is to be adequately planned and carried on in 1944. Federal and State officials concerned need time to plan and make arrangements to recruit and house the labor, and growers who are dependent upon it are anxious to know whether they will be assured of the labor to handle the increased acreages they have been asked to plant.

Total funds available for the first year of the program consist of \$26,100,000 appropriated in the act of April 29, 1943 (Public Law 45), and \$4,500,000 allocated from the President's emergency fund and \$1,694,904 from funds of the Farm Security Administration, both made available prior to the act of April 29, a total of \$32,294,904. Of the funds made available by Public Law 45, a sum, not less than \$9,000,000 and not more than \$13,050,000, was made available for allocation to the State extension services for intrastate labor and not more than \$13,050,000 was made available to the Administrator of the War Food Administration for interstate domestic labor and foreign labor. To this latter sum should be added the \$4,500,000 from the President's fund and the \$1,694,904 of Farm Security funds, making the total for the interstate and foreign activity, \$19,244,904 for the period ending December 31, 1943. Of these funds it is presently estimated that the obligations to December 31, 1943, for the intrastate program under the grants to the State extension services, will amount to \$5,700,000 of the \$13,050,000, leaving \$7,350,000 unobligated, and that obligations for the interstate and foreign activity will be \$19,845,000, or \$600,000 in excess of the total of \$19,245,000 available. The total estimated obligations for both activities—\$5,700,000 for intrastate and \$19,845,000 for interstate—for 1943 are \$25,545,000, or \$6,750,000 less than the \$32,294,904 of available funds.

The details of the 1944 program were revised during the course of the hearings. The financial statistics upon which the Budget estimate was framed were based upon data available as of September 30. When the hearings were held, financial data was available as of October 31, which the committee took into consideration, and the unobligated balance, estimated as of September 30 at \$4,530,000, was revised to \$6,750,000 as of October 31. An additional expenditure requirement of \$2,500,000 for calendar 1944 for review of deferments of agricultural workers from selective-service induction, not in the original Budget break-down, was brought into consideration.

The revised requests as considered by the committee for the calendar year 1944 totaled \$12,800,000 for allocation to States for operation of the intrastate activity and \$29,229,394 for the operation of the interstate and foreign activity under the War Food Administrator, a total of \$42,029,394. This sum was indicated to be financed by a reappropriation of the estimated unobligated 1943 balance of \$6,750,000, a new direct appropriation of \$35,000,000, and the absorption of \$279,394 under the interstate activity by effecting savings of that amount.

The amount recommended by the committee for the direct appropriation for the calendar year 1944 is \$27,000,000, or \$8,000,000 less than the Budget estimate. The \$27,000,000, plus the estimated carry-

over of \$6,750,000 from previous funds, makes a total estimated availability for 1944 of \$33,750,000. This amount is allocated by the joint resolution in a sum not to exceed \$11,800,000 for allocation to the States and the remainder, \$21,950,000, for direct expenditure under the War Food Administration, through the Federal Office of Extension.

The reduction of \$7,000,000 in the amount for the foreign and interstate worker program is based upon estimates that closer integration of that part of the program and the intrastate program will produce economies that will be substantial and make for a more efficient utilization of workers. Accordingly, provision has been inserted that the funds not segregated for allocation to the States shall be allocated to the Federal Office of Extension for expenditure by that agency. The recruiting and transportation of interstate domestic workers will be handled by the State extension services and the transportation and recruiting of foreign workers by the Federal Office of Extension. Construction and operation of camps for intrastate workers will continue to be handled by State extension services, and, under the provisions of the joint resolution, the War Food Administration will allocate to the States, from the funds made available to the Federal Office of Extension, the amounts necessary for construction, maintenance, and operation of camps for the interstate domestic workers and the foreign workers, as well as the necessary working capital for their feeding.

The committee is of the opinion that placing the entire program under the extension services, at the Federal level in the Federal Office of Extension, and at the State level in the State extension services, will bring about a more efficient and economical operation of the whole program. It will be centralized and integrated.

The total estimated cost in 1944 as provided by the joint resolution is \$33,750,000, which is \$8,205,000 more than the estimated cost in 1943 (\$25,545,000). In connection with this increase it should be recalled that the activity was only in operation for a portion of the calendar year 1943—80 percent of the funds not being available until May 1. In 1944 the program will be in full effect for the entire calendar year. On the intrastate side, in addition to the factors of longer period of operation and enlarged worker supply, there is the added factor of the review of draft deferments. On the interstate and foreign side there are the factors of additional labor, additional capital outlays for camp construction, working capital for feeding which in 1943 is carried on by contract, and working capital for making guaranty payments subject to reimbursement from growers.

The joint resolution as reported provides for a merger of the funds for the calendar years 1934 and 1944. Any new legislative features of the 1944 program as approved by the Congress will automatically become effective when the joint resolution becomes law. This is a departure from the usual practice in connection with appropriation bills but as this measure is a special bill dealing with one appropriation and also a war activity of special design and operation the change is justified. Part of the funds are allocated to States and these allocations have been made. It is more economical and simple to permit them to be augmented by further funds for 1944 and to account for the entire sum than to terminate present allocations on December 31 and make new allocations under a new appropriation. The accounting within the 48 States and between those States and the Federal Govern-

ment necessarily involves a longer period of time than ordinary Government operations and keeping the program on a 2-year basis rather than on separate 1-year bases will simplify matters. Another factor entering into consolidation into a 2-year program is the large number of foreign workers now in the United States (some 25,000) who have been brought in under the 1943 program and who will have to be returned under the 1944 program. The consolidation will simplify this procedure from an accounting standpoint. The committee sees no disadvantages to the merger of the 2 years. All funds must be accounted for in accordance with Federal law and regulations.

In accordance with this procedure, the amount for allocation to the States, as fixed by section 2, is placed at not to exceed \$17,500,000 for the 2 years (1943 and 1944) consisting of the estimated obligations of \$5,700,000 for calendar 1943 and \$11,800,000 for calendar 1944.

Changes are made in several instances in the text of the joint resolution to conform to experience gained in operation of the program.

Authority is inserted to provide assistance with respect to deferment of agricultural labor, including the furnishing to the selective service of information on the contribution that individuals subject to selective service are making to agricultural production. The estimate of the amount that would be required for allocation to the States to perform this duty is \$2,500,000 and the committee has reduced the amount to \$1,500,000. A survey has been initiated by the Selective Service System to determine whether registrants deferred in agriculture are actually contributing to production of food. The estimate was based upon the ascertainment by county agents of the facts in connection with such deferrees as often and in the detail determined to be necessary by the individual State directors of selective service. The present number of such deferrees is now 1,800,000 and it is estimated that an additional 300,000 will be deferred during the ensuing year making a total of 2,100,000 as to whom review information is desired. The cost at best is a rough estimate. The most conservative figure the committee has received is an average of \$600 per county for the 3,000 agricultural counties in the United States and the committee has allowed \$1,500,000.

Authority is likewise inserted for payments in lieu of taxes on labor-supply centers. This cost is estimated at \$158,000 for the year and relates chiefly to school facilities. Provision is made for the determination and payment of claims (not exceeding \$50 in any one case) of workers recruited in foreign countries who have suffered losses because of preparation for transportation to the United States and subsequent failure of such transportation, or who have suffered loss or damage of personal effects during such transportation. This authority is recommended also by the Department of State.

During the operations in this calendar year there have been a number of instances in connection with perishable fruits and vegetables where field garnering exceeded the schedules in the canneries and food losses would have resulted if field workers had not been utilized to equalize the operations. The committee has inserted a provision permitting the field workers to be used in the plants under such emergency circumstances to prevent the loss of food. The provision extends only to the packing, canning, freezing, drying, or other processing of perishable or seasonal fruits and vegetables. When the agricultural labor is so employed the wages will be paid by plant operators.

78TH CONGRESS
1ST SESSION

H. J. RES. 208

[Report No. 965]

IN THE HOUSE OF REPRESENTATIVES

DECEMBER 16, 1943

Mr. CANNON of Missouri introduced the following joint resolution; which was referred to the Committee on Appropriations

DECEMBER 17, 1943

Committed to the Committee of the Whole House on the state of the Union and ordered to be printed

JOINT RESOLUTION

Making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944.

1 *Resolved by the Senate and House of Representatives*
2 *of the United States of America in Congress assembled,*
3 That there is hereby appropriated, out of any money in the
4 Treasury not otherwise appropriated, the sum of \$27,000,-
5 000, which sum, together with the amount appropriated
6 in the Act of April 29, 1943 (Public Law 45), shall be
7 merged into one fund, to remain available until December 31,
8 1944, and to be expended by the War Food Administrator
9 (hereinafter referred to as the "Administrator"), appointed
10 pursuant to Executive Order Numbered 9334, dated April
11 19, 1943, for assisting in providing an adequate supply of

1 workers for the production and harvesting of agricultural
2 commodities essential to the prosecution of the war, as
3 follows:

4 PAYMENTS TO STATES

5 SEC. 2. (a) For the purpose of assisting in providing an
6 adequate supply of workers for the production and harvesting
7 of agricultural commodities within the several States, the
8 Administrator shall apportion among the several States, on
9 the basis of need, not more than \$17,500,000 of the sum
10 appropriated by section 1 (including apportionments hereto-
11 fore made) and the sums so apportioned shall be available
12 for payment to such States for expenditure by the agricultural
13 extension services of the land-grant colleges in such States
14 in accordance with such agreements as may be entered
15 into by the Administrator and such extension services and
16 subject to the supervision of the Administrator. The pur-
17 poses for which such funds may be expended by such exten-
18 sion services shall include, among other things, (1) the
19 recruiting (including recruitment within the State of recruit-
20 ment for employment elsewhere), placement (including the
21 placement of workers as tenants or sharecroppers), and train-
22 ing of such workers; (2) transportation (including trans-
23 portation from State to State and within the State of recruit-
24 ment for employment elsewhere), supervision, subsistence,
25 protection, health and medical and burial services, and

1 shelter for such workers and their families and necessary per-
2 sonal property ; (3) lease, repair, alteration, and operation of
3 labor supply centers and other necessary facilities and serv-
4 ices, including former Civilian Conservation Corps camps,
5 and not to exceed \$200,000 for the construction of labor
6 supply centers and other necessary facilities and services (not
7 to exceed \$40,000 for any one center) ; (4) advancing to
8 workers of sums due from employers within the United States
9 who are under contractual obligation to reimburse such ex-
10 tension services for such advances, the repayments from em-
11 ployers for such advances to be credited to the respective
12 funds apportioned to the States ; (5) employment of person-
13 nel and other administrative expenses ; (6) payment to or
14 reimbursement of other public or private agencies or in-
15 dividuals for furnishing services or facilities for such purposes ;
16 and (7) rendering assistance with respect to the deferment
17 of agricultural labor, including among other things of in-
18 formation on the contribution that individuals subject to
19 selective service are making to agricultural production. Such
20 extension services may enter into agreements with other pub-
21 lic and private agencies and individuals and utilize the
22 facilities and services of such agencies and individuals in
23 carrying out the purposes of this section.

24 (b) The Administrator shall certify to the Secretary
25 of the Treasury, from time to time, the amounts to be

1 paid to each State under this section and the time or
2 times such amounts are to be paid; and the Secretary of
3 the Treasury shall pay to the State, at the time or times
4 fixed by the Administrator, the amounts so certified.

5 EXPENDITURE OF OTHER FUNDS

6 SEC. 3. (a) The funds appropriated by section 1 and not
7 apportioned by the Administrator among the several States
8 pursuant to section 2 shall be allotted by the Administrator to
9 the Office of Extension, War Food Administration, for ex-
10 penditures, of which not to exceed \$200,000 shall be available
11 for administrative expenses in the District of Columbia. The
12 purposes for which such funds may be expended shall include,
13 among other things, (1) the recruiting and transportation of
14 foreign workers and their families and necessary personal
15 property, within the United States and elsewhere; (2)
16 furnishing, by loans or otherwise, of health and medical and
17 burial services, training, subsistence, allowances, protection,
18 and shelter for such workers and their families, while en
19 route, including the furnishing of health and medical services
20 to agricultural workers and their families housed in any labor
21 supply center operated as a part of this program; (3) ad-
22 vancing to workers of sums due from employers within the
23 United States who are under contractual obligation to re-
24 imburse the United States for such advances, the repayments
25 from employers for such advances to be credited to the funds

1 available to the Administrator; (4) payments in lieu
2 of taxes on labor supply centers in accordance with the proce-
3 dure set forth in the Act of June 29, 1936 (40 U. S. C.
4 432) ; (5) determination and payment of claims (not exceed-
5 ing \$50 in any one case) of workers recruited in foreign
6 countries (a) who, in preparation for transportation to or
7 from the United States and subsequent failure of such trans-
8 portation, have suffered losses, or (b) who have been trans-
9 ported to the United States and during said transportation,
10 including embarkation and debarkation, have suffered the loss
11 of or damage to personal effects; and (6) operating personnel
12 and expenses to carry out the above purposes.

13 (b) The Administrator may allocate to any State, in
14 the manner provided in section 2, from the amount made
15 available by this section, such funds for labor supply centers
16 and other necessary services and facilities and for the feed-
17 ing of workers in such centers, as in his judgment may be
18 more advantageously applied by such State for the Federal
19 Government than by direct expenditure by the War Food
20 Administration. He is also authorized, in connection with
21 the purposes of this subsection, to loan to any State any labor
22 supply center and the facilities and equipment thereof,
23 owned by the United States, under such terms and condi-
24 tions as he may specify.

25 (c) Not more than \$200,000 of the combined sum

1 of the appropriation in Public Law 45, Seventy-eighth Con-
2 gress, and the direct appropriation in section 1 hereof shall
3 be available for obligation during the calendar year 1944
4 for administrative expenses of the Administrator under
5 such Public Law 45 and this Act, including (1) the
6 employment of persons and organizations, by contract or
7 otherwise, at the seat of government and elsewhere; (2)
8 purchase, exchange, operation, and maintenance of pas-
9 senger-carrying vehicles; (3) printing and binding; (4)
10 travel expenses of persons employed in administrative, super-
11 visory, or facilitating capacities within a foreign country
12 or from a foreign country to the United States and return,
13 including such expenses to first-duty stations; and (5) pay-
14 ment to or reimbursement of other agencies or individuals
15 for administrative expenses incurred by them.

16 (d) For the purpose of this Act, the Administrator is
17 authorized—

18 (1) to utilize the facilities, services, and personnel
19 of units and agencies within the Department of Agricul-
20 ture; to enter into agreements with other public or pri-
21 vate agencies or individuals; to utilize (pursuant to
22 such agreements) the facilities and services of such
23 agencies and individuals and to delegate to them func-
24 tions under this joint resolution; and to allocate or
25 transfer funds to (in addition to the transfers author-

ized by the Department of Agriculture Appropriation Acts for the fiscal years 1944 and 1945), or otherwise to pay or reimburse such units, agencies, and individuals for expenses in connection therewith;

(2) to accept and utilize voluntary and uncompensated services; and

(3) to cooperate with the Secretary of State in the negotiation or renegotiation of agreements with foreign governments relating to the importation of workers into the United States.

LIMITATIONS

SEC. 4. (a) No part of the funds herein appropriated shall be expended for the transportation of any worker from the county where he resides or is working to a place of employment outside of such county without the prior consent in writing of the county extension agent of such county, if such worker has resided in such county for a period of one year or more immediately prior thereto and has been engaged in agricultural labor as his principal occupation during such period.

(b) No part of the funds herein appropriated, or heretofore appropriated or made available to any department or agency of the Government for the recruiting, transportation, or placement of agricultural workers, shall be used directly or indirectly to fix, regulate, or impose minimum wages or hous-

1 ing standards, to regulate hours of work, or to impose or en-
2 force collective-bargaining requirements or union member-
3 ship, with respect to any agricultural labor, except with re-
4 spect to workers imported into the United States from a
5 foreign country and then only to the extent required to comply
6 with agreements with the government of such foreign coun-
7 try: *Provided*, That nothing herein contained shall prevent
8 the expenditure of such funds in connection with the negotia-
9 tion of agreements with employers of agricultural workers
10 which may provide that prevailing wage rates shall be paid
11 for particular crops and areas involved and that shelter shall
12 be provided for such workers.

13 MISCELLANEOUS PROVISIONS

14 SEC. 5. (a) Funds appropriated by this Act may be
15 expended without regard to section 3709 of the Revised
16 Statutes.

17 (b) Any payments made by the United States or other
18 public or private agencies or employers to aliens brought
19 into the United States under this Act shall not be subject
20 to deduction or withholding under section 143 (b) of the
21 Internal Revenue Code.

22 (c) For the purpose of this Act—

23 (1) the term "State" includes Alaska, Hawaii, and
24 Puerto Rico;

1 (2) the term "worker" includes nationals of the
2 United States and aliens;

3 (3) the term "agricultural labor" includes any
4 services or activities included within the provisions of
5 section 3 (f) of the Fair Labor Standards Act of 1938
6 or section 1426 (h) of the Internal Revenue Code.

7 (d) Effective July 1, 1943, notwithstanding section 3
8 of the Act of June 29, 1936 (U. S. C., title 40, sec. 433),
9 receipts derived for the account of the United States from
10 the use and occupancy of agricultural labor supply centers,
11 including camps and facilities heretofore used by or under the
12 control of the Farm Security Administration, shall be de-
13 posited in the Treasury as miscellaneous receipts: *Provided*,
14 That all receipts derived from the furnishing of subsistence
15 to workers shall be credited to the appropriation in section 1
16 and be available for expenditure by the Administrator for the
17 replenishment of subsistence supplies and for expenses inci-
18 dent to the furnishing of such subsistence.

19 (e) The former Civilian Conservation Corps camps shall
20 be transferred without charge to the Administrator, to the
21 extent that he deems necessary to carry out the purposes of
22 this Act: *Provided*, That no such camp which is being
23 utilized by any other agency of the Government, or
24 which has been transferred to any State, county, mu-

1 nicipality, or nonprofit organization, shall be transferred to
2 the Administrator under this subsection without the consent
3 of such agency, State, county, municipality, or organization.

4 (f) Notwithstanding provisions of title I of the Social
5 Security Act, as amended (relating to grants to States for
6 old-age assistance), and of appropriations for payments
7 thereunder, in any case in which any State pays old-age as-
8 sistance to any individual at a rate not in excess of the rate
9 of old-age assistance paid to such individual during the month
10 of July 1943, any failure to take into consideration any in-
11 come and resources of such individual arising from agricul-
12 tural labor performed by him as an employee, or from labor
13 otherwise performed by him in connection with the raising or
14 harvesting of agricultural commodities, after the date of en-
15 actment of this Act and prior to the seventh cal-
16 endar month occurring after the termination of hostilities
17 in the present war, as proclaimed by the President shall
18 not be a basis of excluding payments made to such in-
19 dividual in computing payments made to States under section
20 3 of such title, of refusing to approve a State plan under sec-
21 tion 2 of such title, or of withholding certification pursuant
22 to section 4 of such title.

23 (g) In order to facilitate the employment by agricul-
24 tural employers in the United States of native-born residents
25 of North America, South America, and Central America, and

1 the islands adjacent thereto, desiring to perform agricultural
2 labor in the United States, during continuation of hostilities
3 in the present war, any such resident desiring to enter the
4 United States for that purpose shall be exempt from the
5 payment of head tax required by section 2 of the Immigra-
6 tion Act of February 5, 1917, and from other admission
7 charges, and shall be exempt from those excluding provisions
8 of section 3 of such Act which relate to contract laborers,
9 the requirements of literacy, and the payment of passage by
10 corporations, foreign government, or others; and any such
11 resident shall be admitted to perform agricultural labor in the
12 United States for such time and under such conditions (but
13 not including the exaction of bond to insure ultimate de-
14 parture from the United States) as may be required by regu-
15 lations prescribed by the Commissioner of Immigration and
16 Naturalization with the approval of the Attorney General;
17 and in the event such regulations require documentary evi-
18 dence of the country of birth of any such resident which he is
19 unable to furnish, such requirement may be waived by the
20 admitting officer of the United States at the point where such
21 resident seeks entry into the United States if such official has
22 other proof satisfactory to him that such resident is a native
23 of the country claimed as his birthplace. Each such resident
24 shall be provided with an identification card (with his photo-
25 graph and fingerprints) to be prescribed under such regula-

1 tions which shall be in lieu of all other documentary require-
 2 ments, including the registration at time of entry or after
 3 entry required by the Alien Registration Act of 1940. Any
 4 such resident admitted under the foregoing provisions who
 5 fails to maintain the status for which he was admitted or to
 6 depart from the United States in accordance with the terms
 7 of his admission shall be taken into custody under a warrant
 8 issued by the Attorney General at any time after entry and
 9 deported in accordance with section 20 of the Immigration
 10 Act of February 5, 1917. Sections 5 and 6 of such Act shall
 11 not apply to the importation of aliens under this Act. No
 12 provision of this Act shall authorize the admission into the
 13 United States of any enemy alien.

14 (h) When authorized by the Administrator, workers
 15 under the program may be used in the packing, canning,
 16 freezing, drying, or other processing of perishable or seasonal
 17 fruits and vegetables.

18 (i) This Act shall take effect upon the date of its enact-
 19 ment into law and shall thereupon supersede the Act of
 20 April 29, 1943 (Public Law 45), to the extent that such
 21 Act is inconsistent with this Act.

22 (j) This Act may be cited as the "Farm Labor Supply
 23 Appropriation Act, 1944".

78TH CONGRESS
1ST Session

H. J. RES. 208

[Report No. 965]

JOINT RESOLUTION

Making an appropriation to assist in providing
a supply and distribution of farm labor for
the calendar year 1944.

By Mr. CANNON of Missouri

DECEMBER 16, 1943

Referred to the Committee on Appropriations

DECEMBER 17, 1943

Committed to the Committee of the Whole House on
the state of the Union and ordered to be printed



saying that food costs will be held unless we have a sufficient amount of money to really do the job. Moreover, the holding of all prices is, of course, based on the assumption that wages will be held by the War Labor Board.

I do hope that you will have a very pleasant Christmas.

My best personal regards.

Sincerely,

CHESTER BOWLES,
Administrator.

[Millions of dollars]

	Total estimated annual expenditure	Amount for Government purchases	Amount for civilian purchases	Amount civilian must pay if subsidy withdrawn	Total amount civilian and Government must pay if subsidy withdrawn
Subsidies to permit higher prices to farmers without reflecting in consumer prices.....	519.3	79	440.3	555	634
Canned fruits and vegetables.....	27				
Cheddar cheese.....	29				
Dried beans.....	9.7				
Milk—					
Dairy feeds.....	200				
Fluid.....	5				
Hay.....	2				
Peanuts.....	10				
Potatoes.....	25				
Prunes and raisins.....	13				
Soybeans.....	10				
Sugar beets.....	11				
Truck crops.....	5.6				
Wheat for feed.....	68				
Wheat for flour.....	100				
Vegetable shortening.....	4				
Subsidies on transportation to prevent higher prices to consumers.....	51.75	10	41.75	70	80
Corn.....	5.00				
Apples.....	3.75				
Sugar.....	43				
Subsidies to roll back prices to consumers.....	533	178	355	526.5	704.5
Butter.....	82				
Meat.....	436				
Peanut butter.....	15				
Total, all food subsidies.....	1,104.05	267	837.05	1,151.5	1,418.5

RECESS

Mr. BARKLEY. Mr. President, the Senator from Tennessee advises me that there is on the way over from the House of Representatives another matter involving the extension of certain farm labor provisions which will expire on the 1st of January. Therefore, I ask unanimous consent that the Senate stand in recess until 3:30 p. m. today.

The PRESIDING OFFICER. Is there objection?

There being no objection (at 3 o'clock and 3 minutes p. m.), the Senate took a recess until 3 o'clock and 20 minutes p. m.

On the expiration of the recess, the Senate reassembled.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Maurer, one of its reading clerks, announced that the House had passed a joint resolution (H. J. Res. 209) extending until January 31, 1944, the provisions of the act of April 29, 1943, making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1943, in which it requested the concurrence of the Senate.

EXTENSION OF TIME FOR IMPORTATION OF CERTAIN FARM LABOR

The PRESIDING OFFICER (Mr. TUNNELL in the chair) laid before the Senate the joint resolution (H. J. Res. 209), extending until January 31, 1944, the provisions of the act of April 29, 1943, making an appropriation to assist in

providing a supply and distribution of farm labor for the calendar year 1943, which was read twice by its title.

Mr. McKELLAR. Mr. President, I ask unanimous consent that the joint resolution which the House has just passed and sent to the Senate, be now considered. Before it is considered, however, let me read it, so Senators may know just what it is. The joint resolution is as follows:

Resolved, etc., That the act of April 29, 1943 (Public Law 45), making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1943, is hereby amended by striking out the date "December 31, 1943," in section 1 and inserting in lieu thereof "January 31, 1944," and is further amended so that the funds appropriated by section 1 and not heretofore or hereafter apportioned by the Administrator among the several States pursuant to section 2 shall be available for expenditure by the Administrator for the purposes specified in section 3.

Sec. 2. Notwithstanding any provisions to the contrary in the act approved July 12, 1943 (Public Law 132), funds available to the War Manpower Commission for the current migration of Mexican or Canadian nationals under the auspices of the War Manpower Commission for industrial and railroad purposes essential to the war effort, may continue to be expended during the fiscal year 1944.

I shall state the purpose of the joint resolution. The House has passed a bill governing the entrance of farm workers from Canada and Mexico, and that measure is now before the Appropriations Committee of the Senate. It is quite a lengthy bill. It reached the Appropia-

tions Committee only this morning, and I believe the committee will not have time before we recess or adjourn over the holidays to give the bill consideration. The program will stop on December 31 this year unless the measure extending the date from December 31, 1943, to January 31, 1944, is passed. The joint resolution extends the time 1 month.

Mr. WHITE. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. WHITE. The public law which is sought to be amended authorized the importation of farm labor into the United States?

Mr. McKELLAR. Yes.

Mr. WHITE. Within certain limits and for a certain period of time; is that correct?

Mr. McKELLAR. Yes.

Mr. WHITE. And the proposal now before the Senate is simply an amendment to the law?

Mr. McKELLAR. It is an amendment to the law extending the time from December 31, 1943, to January 31, 1944.

Mr. McCARRAN. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. McCARRAN. The Senator from Maine uses the expression "farm labor into the United States." The importation is limited, if I am not mistaken.

Mr. McKELLAR. Yes; it is.

Mr. McCARRAN. It is limited to the nationals of certain countries.

Mr. WHITE. Yes; I so understood.

Mr. LODGE. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. LODGE. What is the limitation on importation insofar as numbers of workers are concerned?

Mr. McKELLAR. I will have to get the original law in order to answer the Senator.

Mr. LODGE. I do not ask for the legal limit, but what is the limit as a practical matter?

Mr. McKELLAR. Mr. President, the Senator from Arizona can answer the question. I yield to him for that purpose.

Mr. HAYDEN. The agreement with Mexico provides for a limit of 50,000 agricultural workers.

Mr. LODGE. And how about the Canadian situation?

Mr. HAYDEN. So far as Canada is concerned, railroad labor only is affected.

Mr. LODGE. So this is the law which is designed to meet a specific situation in the Southwest, and the railroad situation—

Mr. HAYDEN. In the East.

Mr. LODGE. To meet that situation only?

Mr. HAYDEN. Yes.

Mr. LODGE. It does not affect the Bahamas or Puerto Rico?

Mr. HAYDEN. No.

Mr. WHITE. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. WHITE. May I ask the Senator from Arizona, was the original legislation, the public law to which the Senator

referred, limited to the Mexican labor and to the railroad labor?

Mr. HAYDEN. This is the situation. We passed a law last spring for the calendar year 1943 because we were dealing then with seasonal agricultural labor. So we were handling it by the calendar year, and the legislation would expire at the end of the calendar year. The House reenacted practically all that legislation. There was no basic law for it. In doing so the House changed the terms in some way. We do not know just what the House did do about it, as we have not yet had opportunity to study the bill. So we thought that rather than try to rush a bill through, it would be better to continue the present arrangement for 30 days so as to give the Senate committee time to hold hearings on the House measure.

Mr. WHITE. Whatever of good or harm there may be in the proposal, it is only for a definite period of 30 days.

Mr. McKELLAR. Thirty-one days.

Mr. LODGE. This program has been proceeding for 1 year; is that correct?

Mr. HAYDEN. Yes.

Mr. LODGE. Under legislation which emerged from the two Appropriations Committees in the first instance?

Mr. McKELLAR. Yes.

Mr. LODGE. The bill which has been referred to the Senate Appropriations Committee is not simply to make appropriation of a sum of money; is that correct?

Mr. HAYDEN. The measure provides for reenactment of legislation which would expire at the end of 1 year.

Mr. LODGE. It is simply reenactment of legislation, without change of policy?

Mr. HAYDEN. We hope so, but there are certain changes in the legislation as it passed the House which we do not quite understand, so before we act on the measure we desire to hold hearings in order to ascertain just what the House did by way of changing policy.

Mr. McKELLAR. Mr. President, let me say that all the arguments in favor of the House bill and the papers connected with it were sent to me yesterday afternoon with the hope that the Senate might consider the measure today and pass it, but when I looked over the bill I found that it contained a great many provisions on which I thought there ought to be a hearing. For that reason we cannot agree to the bill itself, but we can postpone the date of the expiration of the present law for 31 days. That is the reason for the joint resolution.

Mr. LODGE. The action we are asked to take today is to extend the present situation, without change, for a month?

Mr. McKELLAR. Yes.

Mr. HOLMAN. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. HOLMAN. I am in favor of the motion which the Senator from Tennessee will make that the Senate pass the House joint resolution to extend the period. In the interim we may have time to consider the House bill on its merits. But there is in the bill the new element that, instead of being confined to agricultural labor it now includes

labor for the maintenance of railroad tracks, which is hardly agricultural, but it is necessary labor nevertheless.

Mr. HAYDEN. Let me state the necessity for the second provision. There has been made available from the President's emergency fund \$140,000 for the importation of railroad labor. In the proposed legislation there is a provision relating to it. A Budget estimate has been submitted to Congress, but since no action has been taken on it, the emergency fund cannot be used any longer. It will also die unless Congress takes action. So the measure now before the Senate extends that situation, and gives us an opportunity to look at the whole problem.

Mr. McKELLAR. Mr. President, let me call attention to a statement made by Representative TABER in the House yesterday, which is very clear and shows just exactly what is proposed. I read as follows:

Mr. TABER. Mr. Chairman, so that the House may understand this amendment, there is \$140,000 that has been allocated out of the President's funds to the War Manpower Commission to permit them to promote the migration of Canadian and Mexican workers into the United States temporarily in a similar manner to the manner in which they are being brought in here for work upon the railroads in this country. It has been used quite successfully and we would like to have it continued, especially in view of the fact that the paragraph relating to the importation of Puerto Rican laborers was cut out of the deficiency bill that was up here yesterday.

Senators will recall that there was a provision in the deficiency bill to allow Puerto Rican and other West Indian islanders to come into the country; but that was stricken out of the deficiency bill and is not now a part of it. For that reason I think the pending joint resolution, which would extend the time for 31 days until we can consider the House bill and see what it provides, should be passed.

Mr. McCARRAN. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield to the Senator from Nevada.

Mr. McCARRAN. I thank the Senator from Tennessee for yielding to me.

In the Appropriations Committee and on the floor of the Senate, I have been, as I now am, very much interested in how our American labor shall be protected in the period following the war. We all know—it is no secret—that many persons have been imported into this country under the pretext that they are refugees, and that undoubtedly many of those persons are to remain in this country. That seems to be the program. It is not a program which meets with my approval at all, and I would vote against it at any time and at any place, and would do anything within my power to block it.

If the joint resolution comprised permission for foreigners to come into this country and to remain here after the war emergency has subsided, I would remain on the floor of the Senate and would devote my last breath to defeating it.

I must take it from the acting chairman of the Appropriations Committee that he and I understand each other in

this respect, that such nationals of other countries are brought into this country temporarily, and under our existent laws will be immediately removed from this country at the close of the emergency. The Senator from Tennessee [Mr. McKELLAR] and other members of the committee, including the Senator from Massachusetts [Mr. LONGE], who is listening to me today, were in agreement with me on this point as affecting other nationals—as, for instance, Haitians and Jamaicans.

So in the Appropriations Committee we voted to strike out provision for such persons to remain.

What I am fearful of—and probably I express this thought out of turn—is the peculiar feeling, which seems to pervade our own administration and our own hour, that we are letting down the bars of Americanism and American standards of living, to the end that we shall spread our gratuities in every respect over the entire world. In my judgment such a program cannot and should not be carried out.

Mr. HOLMAN. Mr. President, will the Senator yield?

Mr. McCARRAN. I have not the floor, I am speaking in the time of the Senator from Tennessee.

Mr. HOLMAN. Mr. President, will the Senator from Tennessee yield to me, so that I may comment on the statement just made by the Senator from Nevada?

Mr. McKELLAR. I yield.

Mr. HOLMAN. I entertain the same apprehensions the Senator from Nevada has expressed. The Federal departments that presumably are regulating immigration tell us, after the event has occurred, that great populations are coming into this country. We do not know a thing about it until they are already here.

Mr. McCARRAN. Mr. President, if the Senator from Tennessee will further yield to me, let me say, further expressing my thought, that there is prevalent—and I am sorry to say that it is apparent in high places—the peculiar preachment which would make us, as an American Government, a part of the entire world, to absorb those who would come to us from the entire world. I think freedom is best sustained by those who know and understand and love it, and who have descended from generations which have known and understood and loved it in this country. If they have not that doctrine inculcated in their very hearts, they do not belong to a sphere of freedom for which we have given our blood and our energy.

If the joint resolution means that we shall bring in, take care of, and employ, under regulations, those who come in from foreign countries, and who will go out, I am entirely content. I have voted for that in the Appropriations Committee time and again, as has the Senator from Tennessee, as has the Senator from Massachusetts, and as have other Senators. But if the joint resolution means that any part of such a group of nationals of a foreign country is to remain in the United States after the war emergency is over, to come into competition with our citizens, and to tear down the American standard of living for our

working classes, I shall oppose it with the last breath I have.

Mr. LODGE. Mr. President, will the Senator from Tennessee yield to me?

Mr. McKELLAR. Yes; I will yield; but first I should like to say that, of course, the joint resolution does not apply to the real question about the entry into this country of such persons. The joint resolution would merely extend the operation of the law for 31 days.

Mr. LODGE. But, Mr. President, in extending the operation of the law, of course we must give some thought as to whether the need for this type of legislation is as pressing as it was purported to be when we first enacted the law. The thought comes to my mind that a number of industrial contracts are being canceled, and that by common consent if not actually by public release from the Manpower Commission, the shortage of manpower is not so critical or so extreme as it has been.

So the whole question of the urgency of pursuing this policy should, I think, be examined de novo. To be sure, this is not the time or place to do so; but when we come to the time and place, at the end of January, I believe we should go into the question very thoroughly indeed, and should not blindly reenact a piece of legislation simply because we enacted it a year ago.

Mr. McKELLAR. Mr. President, I entirely agree with the Senator. That is why I was unwilling to bring up the bill itself at this time. By the joint resolution we would merely extend the time for 31 days. I hope the Senator will remind me to instruct the clerk of the committee to give proper notice, just as soon as we return after the New Year, to call the committee together to consider the legislation. The joint resolution is merely to extend the operation of the law for 31 days.

Mr. President, I ask unanimous consent for the present consideration of the joint resolution.

The PRESIDING OFFICER. Is there objection?

There being no objection, the joint resolution (H. J. Res. 209) was considered, ordered to a third reading, read the third time, and passed.

INVESTIGATION OF THE EFFECT OF THE CENTRALIZATION OF HEAVY INDUSTRY

Mr. McCARRAN. Mr. President, on October 12 I submitted a resolution (S. Res. 190) which I now ask unanimous consent to have printed in the RECORD at this point, as a part of my remarks.

There being no objection, the resolution was ordered to be printed in the RECORD, as follows:

Resolved, That a special committee of seven Senators, to be appointed by the President of the Senate, is hereby authorized and directed to make a full and complete investigation of the effect upon interstate commerce of the centralization of heavy industry in the United States, with particular regard to whether such centralization inhibits or deters adequate use and development of natural resources or hampers the full and free flow of commerce between the States, and to make a comprehensive study of plans and proposals for industrial decentralization, particularly through establishment of new or

expanded facilities for the production of iron and steel. Such committee shall report to the Senate at the earliest practicable date the results of its investigation and study, with such recommendations for legislation as it may deem necessary and desirable, and shall also report to the Senate from time to time its views on needed or desirable executive or administrative action by any department or agency of the Federal Government.

SEC. 2. For the purposes of this resolution, the committee, or any duly authorized subcommittee thereof, is authorized to hold hearings, to sit and act at such times and places during the sessions, recesses, and adjourned periods of the Senate during the Seventy-eighth Congress, to employ such experts, and such clerical, stenographic, and other assistants, to request such assistance and information from any departments and agencies of the Government, to require by subpoena or otherwise the attendance of such witnesses and the production of such correspondence, books, papers, and documents, to administer such oaths, to take such testimony, and to make such expenditures, as it deems advisable. The cost of stenographic services to report such hearings shall not be in excess of 25 cents per hundred words. The expenses of the committee, which shall not exceed \$10,000, shall be paid from the contingent fund of the Senate upon vouchers approved by the chairman of the committee.

Mr. McCARRAN. Mr. President, on or about November 4, the Senate Committee on Interstate Commerce filed a favorable report on the resolution. I may state offhand that the resolution is one which would seek to move heavy-commodity industry from centralized places, into places where it would be of the greatest benefit to the greatest number of persons. The purpose of the resolution is to provide opportunity for the study of the important subject whether steel should be manufactured in places where the God of nature has afforded supplies of the native commodities for the manufacture of steel, and also relative to the transportation required because of the distribution of steel commodities.

The Senate Committee on Interstate Commerce is in agreement that the resolution should be adopted. It carries a provision for an appropriation of \$25,000 from the contingent fund of the Senate, for study and investigation.

About 10 days ago the chairman of the Committee to Audit and Control the Contingent Expenses of the Senate voluntarily stated to me on the floor of the Senate that he would report the resolution immediately following the disposition of the bill in which he was then interested, which was the soldiers' vote bill. He made the same statement to other Senators. We are now about to conclude the work of this session, and yet the Committee to Audit and Control the Contingent Expenses of the Senate, presided over by the Senator from Illinois [Mr. Lucas] has not made a report on this all-important resolution.

Mr. MURDOCK. Mr. President, will the Senator yield to me?

Mr. McCARRAN. I shall be glad to yield in a moment.

Not only is the resolution supported by a distinguished group in the Senate, but meetings have been held between the group in the Senate and the group in the

House who are interested in the building of a great nation for the future.

I now yield to the Senator from Utah.

Mr. MURDOCK. Mr. President, I should like to make a few observations in connection with the remarks of the distinguished Senator from Nevada.

In the past 3 years, in furtherance of the war program, our country has spent billions of dollars in the construction of plants throughout the United States. Among them are many steel plants which have been constructed at places where there is an abundance of iron ore and an abundance of coking coal.

I invite the attention of the Senate to the fact that today there is a trend—I do not know where it originated, nor do I know by whom it was initiated, but just as sure as we are standing here the trend has begun—to cut down those plants and to continue the production of steel in the large centralizations which now exist.

I commend the Senator now, as I have done in the past, on the submission of his resolution. In my opinion, no committee of the Senate is today in a position to do a greater service to the country than the committee of which the Senator speaks. It seems to me that now is the opportune time for that committee to get under way and render the great service to the Nation which it can render.

Mr. McCARRAN. Mr. President, I am very grateful to my colleague from Utah, who understands and advocates the cause of the great section of the West from which we both come.

Mr. President, there is a movement on foot to destroy, if possible, the development of the natural resources of this country and initially to defeat this resolution. I know what is going on. I know that in my State there is the greatest magnesium plant in all the world. It has produced more magnesium, which is a war essential, than any other single plant in all the world. I know that magnesium is a commodity which is competitive with aluminum. I know that today certain interests are seeking to shut down that plant. I have in my office a copy of a letter from an individual in authority in a high place in America who would shut down the basic magnesium plant at Las Vegas, Nev., under the guise of saving fuel, when the basic magnesium plant at Las Vegas, Nev., uses only electrical energy, rather than fuel oil. So all kinds of excuses are being made by those who have been placed in positions of power in the War Production Board and other agencies to hold back the development of America.

The development of America does not mean the development of certain points in America. The development of America means the development of all America—from the Atlantic to the Pacific; from the Canadian border to the Gulf; and into Alaska and other Territorial possessions.

There are those who would control this development for their own selfish interests. Mr. President, I sincerely hope that there is nothing sinister behind the deferment of the adoption of the report by the Committee on Interstate Com-

merce, headed by the able Senator from Montana [Mr. WHEELER] with reference to Senate Resolution 190.

I ask unanimous consent that the report of the Committee on Interstate Commerce approving the provisions of Senate Resolution 190, be printed in the RECORD at this point as a part of my remarks.

There being no objection, the report (No. 519) was ordered to be printed in the RECORD, as follows:

The Committee on Interstate Commerce, to whom was referred the resolution (S. Res. 190) to investigate the effect of the centralization of heavy industry in the United States, after full consideration, without dissent report favorably thereon, with an amendment, and recommend that the resolution, as amended, do pass.

The amendment proposed is as follows:

Page 2, line 21, strike out "\$10,000," and insert "\$5,000."

One of the important problems presented for the attention of the Congress is the problem of a proper use of our natural resources. This is true not only in relation to post-war planning, where it is a vital factor, but also now, while the war is in progress, because it is important to the conduct of the war.

Much of this country's expansion for war production has ignored such basic factors as the location of resources, and has followed what appears to have been the line of least resistance; that is, augmentation and expansion of facilities already in existence. Whether this policy has prevented the country from reaching its maximum potentialities in various lines of production, and how much this policy has contributed to transportation bottlenecks, are questions of great importance.

These questions, and others proposed for consideration by the committee, which this resolution would create, are so broad in scope, and embrace so many factors related to the economic development of various sections of the country, and of the country as a whole, that your committee deems it proper they should be the subject of inquiry by a special committee of the Senate.

Of immediate concern is the fact that shortages of scrap, of iron ore, and of steel continue serious. The war needs of the country for steel have been reported as more than 25 percent in excess of production. Yet vast natural resources for steel production remain unexploited.

The following table, based on information furnished by the United States Bureau of Mines, shows one phase of this situation State by State:

State	Has coal	Has iron ore	Produces iron or steel
Alabama.....	X	X	X
Arizona.....	X	X	
Arkansas.....	X	X	
California.....	X	X	X
Colorado.....	X	X	X
Connecticut.....		X	X
Delaware.....			
Florida.....			
Georgia.....	X	X	X
Idaho.....	X	X	
Illinois.....	X		X
Indiana.....	X		X
Iowa.....	X	X	
Kansas.....	X		
Kentucky.....	X	X	X
Louisiana.....			
Maine.....			
Maryland.....	X	X	X
Massachusetts.....		X	X
Michigan.....	X	X	X
Minnesota.....		X	X
Mississippi.....		X	
Missouri.....	X	X	X
Montana.....	X	X	
Nebraska.....			
Nevada.....	X	X	

State	Has coal	Has iron ore	Produces iron or steel
New Hampshire.....			
New Jersey.....		X	
New Mexico.....	X	X	X
New York.....		X	
North Carolina.....	X	X	
North Dakota.....	X		
Ohio.....	X	X	X
Oklahoma.....	X	X	
Oregon.....	X		
Pennsylvania.....	X	X	X
Rhode Island.....			
South Carolina.....			
South Dakota.....	X	X	
Tennessee.....	X	X	
Texas.....	X	X	X
Utah.....	X	X	X
Vermont.....			
Virginia.....	X	X	X
Washington.....	X	X	X
West Virginia.....	X	X	
Wisconsin.....		X	
Wyoming.....	X	X	

It will be noted that known coal deposits are to be found in 32 States, while iron ore in usable quantity and quality is known to exist in 34 States. Twenty-seven States have both iron ore and coal, but only 13 of these States have any iron or steel production. On the other hand, 7 of the States which now produce iron or steel lack, as a part of their natural resources, either coal or iron ore.

Many States which do produce iron or steel produce so little that their contribution to the total national output is almost inconsiderable. It is a question which should have the attention of the Congress whether those States whose production now is so small should not, through some coordinated program, be given opportunity to achieve a substantial expansion of this industry, so as to attain whatever place in the national picture should be theirs on the basis of their natural resources.

As to the States which have both iron ore and natural coal deposits, in usable quantity and quality, but which produce no iron or steel, it is a proper subject of inquiry whether any factors other than natural economic laws are hampering or preventing establishment in such States of such facilities for iron and steel production as their natural resources justify.

Centralization of industry can be a self-perpetuating economic factor. To whatever extent it is self-perpetuating, rather than dictated by the more basic factors such as resources, transportation, and labor supply, it is unsound and detrimental to the national economy. The importance, to the Senate, of having the full and true facts regarding this situation, in the United States, is obvious. Such facts are basic to a proper consideration of the problems incident to the post-war planning which is and must be the responsibility of the Congress.

The Senate should have no hesitancy in authorizing a special committee to secure these facts, to study their implications, and to make sound recommendations for dealing with the complicated problems involved. For a proper discharge of its duties, the Senate must have such facts and such recommendations, and it should not be required to rely, in this regard, upon any outside source.

Mr. McCARRAN. Mr. President, I do not propose to give up in this matter. There is no power on earth to which I am subservient save my God and my country. I propose that this resolution shall be kept before the Senate, either at this session or in the session to come. If the chairman of the Committee to Audit and Control the Contingent Expenses of the Senate, after having voluntarily given

me his word, and given his word to other Members of the Senate, that he would report the resolution, now proposes to hold it in abeyance, then I shall keep it before the Senate, because I believe in the justice of my cause. Otherwise, I would have no cause. I have never presented a matter to the Senate in which I did not believe in my very soul.

RECESS

Mr. BARKLEY. Mr. President, I have received information that the House has agreed to the conference report on the extension of the life of the Commodity Credit Corporation. The message from the House is on its way to the Senate. I expect it to be here in a few minutes. I therefore ask that the Senate stand in recess subject to the call of the Chair.

There being no objection, the Senate (at 3 o'clock and 50 minutes p. m.) took a recess subject to the call of the Chair.

The Senate reassembled at 3 o'clock and 55 minutes, when called to order by the Presiding Officer (Mr. TUNNELL in the chair).

AUTHORIZATION TO SIGN BILLS, ETC.

Mr. BARKLEY. Mr. President, I ask unanimous consent that during the impending recess of the Senate the Vice President be authorized to sign bills and resolutions ready for signature; that the Secretary of the Senate be authorized to receive messages from the House of Representatives, and that the committees be authorized to report to the Senate.

The PRESIDING OFFICER. Without objection, it is so ordered.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Maurer, one of its reading clerks, announced that the House had agreed to the report of the committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the joint resolution (S. J. Res. 103) continuing the Commodity Credit Corporation as an agency of the United States.

CONTINUATION OF COMMODITY CREDIT CORPORATION—CONFERENCE REPORT

Mr. BARKLEY submitted the following report:

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the joint resolution (S. J. Res. 103) continuing the Commodity Credit Corporation as an agency of the United States, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows: That the Senate recede from its disagreement to the amendment of the House and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the House amendment insert the following: "February 17, 1944"; and the House agree to the same.

ALEEN W. BARKLEY,
FRANCIS MALONEY,
GEORGE L. RADCLIFFE,
JOHN THOMAS,

Managers on the part of the Senate.

BRENT SPENCE,
THOMAS F. FORD,
PAUL BROWN,
WRIGHT PATMAN,
CHARLES L. GIFFORD,
FRED L. CRAWFORD,

Managers on the part of the House.

Mr. CANNON of Missouri. Mr. Speaker, on the proposition to provide \$650,000 for the agricultural census, the House receded.

On the Bureau of Reclamation and water conservation projects, as I have explained in my colloquy with the gentleman from South Dakota, \$1,000,000 was allowed.

Mr. MURDOCK. Mr. Speaker, will the gentleman yield?

Mr. CANNON of Missouri. I yield to the gentleman from Arizona.

Mr. MURDOCK. Did I understand the gentleman in reply to the gentleman from South Dakota a few minutes ago to say that \$1,000,000 is the total provided for this reclamation but that there is no indicated division as to whether \$800,000 is for surveys?

Mr. CANNON of Missouri. No; there is no change in the verbiage of the provision; the \$800,000 provision still stands.

Mr. MURDOCK. That is that \$800,000 is the top limit for surveys in this work?

Mr. CANNON of Missouri. That is right, but a total of \$1,000,000 is appropriated for the purposes of the amendment.

On the McKellar amendment the Senate receded. The last amendment was merely a correction of a section number.

Mr. CANNON of Missouri. Mr. Speaker, I yield 5 minutes to the gentleman from New York [Mr. TABER].

Mr. TABER. Mr. Speaker, the chairman has described the provisions of the conference report. I just want to say that I yielded to the \$7,500,000 for Farm Security to make loans because that was the only way we could get a bill. It is not as big an amount as it might be and yet it is \$7,500,000 wasted if they continue to operate the way they have operated in the past. They have interfered with farm production and the production of food by putting people who were not competent to farm, putting considerable numbers of them on farms. Instead of being a help to the food production program they have been a menace.

I do want to say this so that the House will know that we did not do so terribly bad. On this last conference the Senate yielded on amendments which total \$143,000,000, including \$30,000,000 for the Farm Security. The House yielded to the Senate on amendments put in by the Senate and left them in the bill at this conference today to the extent of \$9,350,000. The House yielded on items it had in the bill which the Senate had stricken out to the tune of \$739,000. I thought the House ought to have that picture to realize that we really had represented them to the very best of our ability.

Mr. JENSEN. Mr. Speaker, will the gentleman yield?

Mr. TABER. I yield.

Mr. JENSEN. I want to compliment the conferees of the House on the fine job they have done. This is something unusual, to cut the Senate down. The thing I wanted to know specifically was how much money there is in this bill for reclamation investigation?

Mr. TABER. There is \$1,000,000 for operations under the Wheeler-Case Act. There is a limitation that not more than \$800,000 may be expended for investigations. They can expend at most \$800,000 for investigations or they can spend none of it according to what the department concludes to do.

Mr. JENSEN. According to that, then, there is \$1,800,000 in this bill for reclamation.

Mr. LAMBERTSON. No; the total is \$1,000,000.

Mr. JENSEN. A \$1,000,000 total?

Mr. TABER. Yes; and of that million they may if they choose expend \$800,000 for investigations or they may expend the whole \$1,000,000 on the construction of projects.

Mr. JENSEN. I think the matter was handled in a very fine manner.

Mr. TABER. Frankly, the House conferees have done the best they could. They worked hard. We were in session for nearly 3 hours and I think we did as well as we could under all the circumstances.

Mr. CANNON of Missouri. Mr. Speaker, unless some other Member desires to discuss the report, I move the previous question on the conference report.

The previous question was ordered.

The conference report was agreed to.

A motion to reconsider was laid on the table.

EXTENDING UNTIL JANUARY 31, 1944, THE PROVISIONS OF THE ACT OF APRIL 29, 1943

Mr. CANNON of Missouri. Mr. Speaker, I ask unanimous consent for the immediate consideration of House Joint Resolution 209, extending until January 31, 1944, the provisions of the act of April 29, 1943, making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1943.

The Clerk read as follows:

Resolved, etc., That the act of April 29, 1943 (Public Law 45), making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1943, is hereby amended by striking out the date "December 31, 1943" in section 1 and inserting in lieu thereof "January 31, 1944," and is further amended so that the funds appropriated by section 1 and not heretofore or hereafter apportioned by the Administrator among the several States pursuant to section 2 shall be available for expenditure by the Administrator for the purposes specified in section 3.

Sec. 2. Notwithstanding any provisions to the contrary in the act approved July 12, 1943 (Public Law 132), funds available to the War Manpower Commission for the current migration of Mexican or Canadian nationals under the auspices of the War Manpower Commission for industrial and railroad purposes essential to the war effort may continue to be expended during the fiscal year 1944.

Mr. TABER. Mr. Speaker, reserving the right to object, and I shall not, I wish to ask the chairman a question. This resolution, Mr. Speaker, as I understand, and I will ask the chairman to correct me if I am wrong, is an extension of the provisions of the present Farm Labor Act that we passed last April, extending that act until the 31st day of

January 1944, so that those laborers who have been brought in from foreign countries and are now here who are so urgently needed in California, Florida, and some other places at the present time, will not have to be sent back home because of the expiration of the act. It simply makes available until the 31st day of January 1944, unexpended balances of the \$26,500,000, reallocating the funds to a certain extent where it may be necessary so that it may work. Is that the picture as the chairman understands it?

Mr. CANNON of Missouri. Mr. Speaker, the gentleman from New York has outlined the situation correctly.

The difficulty arises due to the fact that this appropriation is not for the fiscal year but for the calendar year which expires on December 31.

The House passed a bill and sent it over to the Senate to take care of the situation but due to the fact that it cannot reach consideration in the Senate by January 1, it becomes necessary to pass this continuing resolution.

This resolution is necessary for two reasons: In the first place under this law we have considerable foreign labor in the country. We have labor from Mexico, from the Bahamas, and elsewhere, and would be faced with the alternative either of immediately taking them from the jobs where they are so desperately needed and sending them out of the country by the 31st of the month, or leaving them in the country wholly unsupervised.

Mr. TABER. And it is a fact, is it not, that the Senate Committee on Appropriations is absolutely unable to take this up before the 1st of January?

Mr. CANNON of Missouri. We are advised by the members of the Senate committee that they are unable to take it up and it is necessary, therefore, to ask a continuation of the present law without change for 30 days to be financed with unexpended funds still available. These funds aggregate about \$6,750,000. Of this six or seven million dollars, about three is available for the placement of interstate labor under the Extension Service and about \$4,000,000 for use by the Food Administrator for the recruitment and placement of foreign labor.

Mr. ROBERTSON. Mr. Speaker, will the gentleman yield?

Mr. TABER. I yield.

Mr. ROBERTSON. I ask the gentleman from Missouri if there has been any change in the situation since he told me yesterday that after the passage of this resolution there would, in the gentleman's opinion, be sufficient funds to continue the operation of the farm-labor camps?

Mr. CANNON of Missouri. There are ample funds to continue them for the period covered by this continuing resolution.

Mr. ROBERTSON. I understood the gentleman to say that the Farm Security Administration would continue to administer the work of these farm camps, is that correct?

Mr. CANNON of Missouri. No. The War Food Administration handles the camps.

Mr. ROBERTSON. The War Food Administration?

Mr. CANNON of Missouri. Under our former colleague, Judge Marvin Jones.

Mr. ROBERTSON. And he will continue to do so?

Mr. CANNON of Missouri. Exactly as heretofore.

Mr. MILLER of Nebraska. Will the gentleman yield?

Mr. CANNON of Missouri. I yield to the gentleman from Nebraska.

Mr. MILLER of Nebraska. The money appropriated in the bill that is here appropriated is to keep these folks in the country in some kind of camp so that they may be available when the work comes up for them?

Mr. CANNON of Missouri. These men are already in the country and under employment at the present time. This will enable us to keep them on the job instead of having to send them back home before December 31.

Mr. MILLER of Nebraska. Why is it necessary to send them home?

Mr. TABER. If the gentleman from Missouri will yield, I will answer that by saying that it would be necessary to send them home because it is absolutely impossible to get the bill which we considered here yesterday through the Congress before the 1st of January and there will be no recourse left to the officers in the Department except to send them home if their funds were definitely going to be out the first of the year. There are 40,000 of them, or a little better, actually working in California at the present time and two or three thousand Bahamans actually working on the citrus-fruit crops in Florida.

Mr. MILLER of Nebraska. I see no reason why these laborers could not stay here. I think the committee and the House should bear in mind these men have come here in the past without any assistance from the Federal Government because there were ample wages and attractive wages for them in this country. We have always had from 40,000 to 50,000 men from south of the Rio Grande come into the United States as laborers. I noticed yesterday a statement from the Labor Department that before the end of 1944 there would be 2,000,000 men in the United States without jobs. I think this Congress ought to bear in mind the fact some of these 2,000,000 men may be returning soldiers and they will need a job instead of bringing people in from Mexico and the Bahamas to carry on this work. I hope we can see the end of this kind of program of subsidizing the workers of other countries. They come in anyway. Later on we are going to need these jobs for men in our own country.

Mr. CANNON of Missouri. These men could not be brought in ordinarily due to the operation of the immigration laws. They have been brought in by the Government under every safeguard. They are Bertilloned and fingerprinted. We are under contract to return them as soon as the work period is completed. There

can be no doubt or delay about their prompt return to their own country.

The SPEAKER. Is there objection to the request of the gentleman from Missouri [Mr. CANNON]?

Mr. MURRAY of Wisconsin. Mr. Speaker, reserving the right to object, I would like to ask the gentleman a question as long as this is not brought in so that we get a chance to read it. Is the provision in there that any of these men can go from their counties without the O. K. of the county agricultural agent?

Mr. CANNON of Missouri. There is no change in the law.

Mr. MURRAY of Wisconsin. May I say to the gentleman that I regret we did not have an opportunity to change that because I think it is the wrong approach to the problem.

Mr. CANNON of Missouri. That is not a matter before us at this time. The gentleman should have made the change at the time the law was enacted.

The SPEAKER. Is there objection to the request of the gentleman from Missouri [Mr. CANNON]?

There was no objection.

The joint resolution was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

CONTINUING THE COMMODITY CREDIT CORPORATION AS AN AGENCY OF THE UNITED STATES—CONFERENCE REPORT

Mr. SPENCE submitted the following conference report on the joint resolution (S. J. Res. 103) extending the life of the Commodity Credit Corporation:

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the joint resolution (S. J. Res. 103) continuing the Commodity Credit Corporation as an agency of the United States, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows: That the Senate recede from its disagreement to the amendment of the House and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the House amendment insert the following: "February 17, 1944"; and the House agree to the same.

BRENT SPENCE,
THOMAS F. FORD,
PAUL BROWN,
WRIGHT PATMAN,
CHARLES L. GIFFORD,
FRED L. CRAWFORD,

Managers on the part of the House.

ALLEN W. BARKLEY,
FRANCIS MALONEY,
GEORGE L. RADCLIFFE,
JOHN THOMAS,

Managers on the part of the Senate.

Mr. SPENCE. Mr. Speaker, I ask unanimous consent for the immediate consideration of the conference report on Senate Joint Resolution 103, extending the life of the Commodity Credit Corporation.

Mr. WOLCOTT. Mr. Speaker, I make a point of order a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. COOPER. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 173]

Allen, Ill.	Gavin	O'Brien, Ill.
Anderson, Calif.	Gerlach	O'Leary
Arnold	Gore	O'Toole
Baldwin, Md.	Grant, Ala.	Peterson, Ga.
Baldwin, N. Y.	Grant, Ind.	Pfeiffer
Barden	Gregory	Philbin
Barry	Harris, Va.	Phillips
Beall	Hart	Pracht
Bender	Hartley	Randolph
Bland	Hébert	Reece, Tenn.
Boren	Heffernan	Reed, Ill.
Boykin	Hess	Rees, Kans.
Bradley, Mich.	Hill	Rizley
Bradley, Pa.	Holmes, Mass.	Rodgers, Pa.
Brooks	Jackson	Russell
Brumbaugh	Jeffrey	Sabath
Buckley	Jennings	Sasser
Burchill, N. Y.	Johnson	Satterfield
Busby	J. Leroy	Scanlon
Byrne	Johnson	Schiffner
Cannon, Fla.	Lyndon B.	Schuetz
Capozzoli	Johnson, Ward	Schwabe
Chapman	Jones	Scott
Chiferfield	Kee	Shafer
Cox	Kelley	Sheridan
Cullen	Kennedy	Sikes
Curley	Keogh	Simpson, Pa.
D'Alesandro	Kilburn	Slaughter
Dawson	Klein	Smith, Va.
Delaney	Knutson	Smith, W. Va.
Dickstein	Landis	Snyder
Dies	Lane	Somers, N. Y.
Dilweg	Larcade	Starnes, Ala.
Dingell	LeCompte	Stevenson
Domenegeaux	Lynch	Sumner, Ill.
Douglas	McCord	Sumners, Tex.
Drewry	McGehee	Tarver
Eaton	McKenzie	Taylor
Elmer	Maloney	Thomas, N. J.
Fay	Manasco	Thomas, Tex.
Feighan	Mansfield, Tex.	Tibbott
Fellows	Martin, Iowa	Towe
Fenton	Mason	Treadway
Fisher	May	Vursell
Fitzpatrick	Merritt	Wadsworth
Flannagan	Miller, Pa.	Ward
Fogarty	Mills	Wasielewski
Fulbright	Morrison, La.	Weiss
Fuller	Morrison, N. C.	Wene
Fulmer	Mott	West
Furlong	Mruk	Wheelchel, Ga.
Gallagher	Murphy	White
Gamble	Myers	Wolfenden, Pa.
Gathings	Newsome	Wolverton, N. J.
Gavagan	Norton	Wright

The SPEAKER. On this roll call, 261 Members have answered to their names, a quorum.

On motion by Mr. COOPER, further proceedings under the call were dispensed with.

COMMODITY CREDIT CORPORATION

The SPEAKER. Is there objection to the request of the gentleman from Kentucky [Mr. SPENCE] that the conference report be considered at this time and the statement be read in lieu of the report?

Mr. WOLCOTT. Mr. Speaker, reserving the right to object, I understand that if objection is not made, the conference report will be brought up for immediate consideration, and that there will be 1 hour debate on whether the conference report shall be adopted?

The SPEAKER. The gentleman from Kentucky [Mr. SPENCE] is entitled to 1 hour. He may yield to whom he desires in that time. Is there objection?

There was no objection.

The Clerk read the statement as above set out.

Mr. SPENCE. Mr. Speaker, I yield myself 5 minutes.

Mr. WOLCOTT. Will the gentleman yield to me?

Mr. SPENCE. I yield.

of unreasonably limiting the supply of any article in commerce. The purpose of this section is to make it illegal to impose, under the cloak of patent privilege, undue restraints upon production or price competition.

The word "unreasonably" is used so as to make the limitation applicable only if the limitation on supply creates a real bottleneck in production or commerce and is, therefore, actually detrimental to the public. The courts have applied the concept of reasonableness in determining what restraints upon competition—not involving price fixing or boycotts—violate section 1 of the Sherman Act. Any rigid prohibition, with reference to limitation of supply through exercise or non-exercise of patent privilege, is open to objection. Use of the concept of reasonableness provides for flexibility and means that the courts will determine each case of alleged violation in the light of the peculiar facts and circumstances of the particular case.

This prohibition would probably be invoked only infrequently, but its enactment should prove a useful deterrent.

The proposed section also makes it illegal to assign patents or to license rights thereunder involving any condition or agreement which restricts the price of any article which may be produced under the patent. To some extent such conduct may be unlawful under the existing provisions of section 1 of the Sherman Act but it is desirable that the question, as well as the area of illegality, should be definitely fixed by statute.

The above prohibitions would not unduly limit the reward which the patent owner may obtain from his invention. He or his assignee or licensee would still be permitted to sell the patented product at any price he may choose. There would be no impairment of the exclusive right to "make, use, and vend" conferred by the present patent law; the only thing outlawed would be imposition of price restrictions in connection with assigning or granting to others all or part of the owner's patent privilege. Further, there seems no reason in policy for conferring upon the patent owner, in addition to the other privileges which the law grants him, the privilege of price fixing.

The section also provides for the voidance of patents or patent applications, where they have been misused. The additional penalty provided in the case of the new prohibitions, patent forfeiture, cannot be deemed too harsh since it applies only if there has been no advance disclosure of the facts to the Attorney General, as provided in section 30.

SECTION 30

The point may be raised by some that passage of this legislation would make businessmen fearful and would interfere with perfectly proper and even beneficial business arrangements with regard to patented processes.

Section 30, however, provides that there shall be no criminal prosecution or loss of the patent if a full and complete statement of the facts has been submitted to the Attorney General in advance of action and the Attorney Gen-

eral fails within 90 days to issue an opinion holding the proposal to be in violation of section 29. If the Attorney General is of the opinion that the proposal is unlawful, then machinery is afforded the proponent to file a complaint under the Declaratory Judgment Act for a decree declaring the proposal not to be in violation of section 29. If the court should decree that the proposed course of conduct is not in violation of section 29, the Attorney General may request the Court to retain jurisdiction for the purpose of reconsidering at some later date whether the effects resulting from the proposed action are in contravention of the public interest and in violation of section 29.

The Attorney General, however, is not barred from filing an equity suit for violations of section 29 and, of course, where a proponent departs from the provisions of the plan the Attorney General is free to prosecute criminally. This provision generally corresponds to the present policy pursued by the Department of Justice in enforcing the Sherman Act. In the case of new prohibitions it is proper to make such policy a matter of statutory right, and to enable a proponent to test out in court the legality of a proposed plan in the event of disapproval by the Attorney General.

Thus it may be seen that all anyone would need to do to avoid criminal prosecution under this act would be to make a full statement to the Department of Justice of any proposed negotiations with regard to a patent before such contracts were entered into. Even if the Attorney General ruled against him, he has opportunity to test out in court the legality of his proposed plan.

SECTION 31

Section 31 of the bill is made necessary because in some instances recently the lower courts of the country have refused to permit the Department of Justice to challenge the validity of patents in connection with antitrust suits. Obviously, however, since patents are one of the principal devices used by corporations to establish monopolistic controls, it is a completely unrealistic and impractical situation and one certainly not in the public interest to disbar the Department of Justice from introducing evidence in antitrust suits bearing upon the validity or scope of patent rights.

Section 31, therefore, permits an attack upon the validity and scope of any patent in a proceeding involving a violation of the antitrust laws. Recently in *United States v. United States Gypsum Co.* (D. C. Nov. 1943) the district court refused to admit Government's proof to show invalidity of the patents used by the defendants to support a restrictive licensing structure on the ground that the Government in antitrust actions could not attack validity of patents. Yet in the case of *Sola Electric Co. v. Jefferson Electric Co.* (317 U. D. 173, Dec. 7, 1942), the Supreme Court held that a patent licensee, by virtue of his license agreement, is not estopped to challenge a price-fixing clause in the agreement by showing that the patent is invalid, and that the price restrictions would be accordingly unlawful because not protected

by the patent monopoly. In reaching this conclusion, the court argued that local rules of estoppel which would fasten upon the public the burden of an agreement in violation of the Sherman Act must yield to the Sherman Act's declaration that such agreements are unlawful, and to the public policy of the act, which in the public interest, precludes the enforcement of such unlawful agreements.

The principal purpose of section 31 is to enable the Government—and plaintiffs in treble damage suits—to attack the validity and scope of patents in antitrust litigation. In following the reasoning of the Supreme Court in the *Jefferson Electric* case, that every patent grant is a restraint on competition, this section would also permit a party to show the invalidity or limited scope of any patent in any action involving a patent or any interest therein.

(Mr. VOORHIS of California asked and was given permission to revise and extend his own remarks in the Record.)

PERMISSION TO ADDRESS THE HOUSE

Mr. VOORHIS of California. Mr. Speaker, I ask unanimous consent to address the House on Tuesday next for 15 minutes.

The SPEAKER. Is there objection to the request of the gentleman from California [Mr. VOORHIS]?

There was no objection.

LEAVE OF ABSENCE

By unanimous consent, leave of absence was granted as follows:

To Mr. KELLEY (at the request of Mr. EBERHARTER), for today, on account of illness.

To Mr. ROWE (at the request of Mr. MARTIN of Massachusetts), indefinitely, on account of illness.

To Mr. JEFFREY (at the request of Mr. MCGREGOR), indefinitely, on account of illness.

To Mr. SIMPSON of Illinois, and to Mr. RIZLEY (at the request of Mr. MARTIN of Massachusetts), indefinitely, on account of illness.

EXTENSION OF REMARKS

Mr. MUNDT. Mr. Speaker, I ask unanimous consent to revise and extend the remarks I made earlier today.

The SPEAKER. Is there objection to the request of the gentleman from South Dakota [Mr. MUNDT]?

There was no objection.

SENATE BILL REFERRED

A bill of the Senate of the following title was taken from the Speaker's table and, under the rule, referred as follows:

S. 1543. An act to provide for mustering-out payments to members of the armed forces, and for other purposes; to the Committee on Military Affairs.

SENATE ENROLLED BILL SIGNED

The SPEAKER announced his signature to an enrolled bill of the Senate of the following title:

S. 1169. An act for the relief of Samuel Margolin.

ADJOURNMENT

Mr. McCORMACK. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to; accordingly (at 5 o'clock and 14 minutes p. m.) the House adjourned until Monday, December 20, 1943, at 12 o'clock noon.

EXECUTIVE COMMUNICATIONS, ETC.

974. Under clause 2 of rule XXIV, a letter from the Attorney General, transmitting a report stating all of the facts and pertinent provisions of law in the cases of 76 individuals whose deportation has been suspended for more than 6 months under the authority vested in him, together with a statement of the reason for such suspension, was taken from the Speaker's table and referred to the Committee on Immigration and Naturalization.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. COCHRAN: Committee on Accounts. House Resolution 386. Resolution authorizing the employment of counsel to represent Congress in certain litigation brought by Goodwin B. Watson, William E. Dodd, Jr., and Robert Morss Lovett; without amendment (Rept. No. 967). Referred to the House Calendar.

Mr. COCHRAN: Committee on Accounts. House Resolution 387. Resolution providing for the expenses incurred in connection with House Resolution 386 and of further proceedings under House Resolution 105; without amendment (Rept. No. 968). Referred to the House Calendar.

Mr. COCHRAN: Committee on Accounts. House Resolution 389. Resolution providing additional funds for the Special Committee to Investigate Un-American Activities in the United States, and related questions; without amendment (Rept. No. 969). Referred to the House Calendar.

Mr. JARMAN: Committee on Printing. House Resolution 359. Resolution authorizing the printing of additional copies of the bill entitled "The Revenue Act of 1943," and the accompanying report thereon; without amendment (Rept. No. 970). Referred to the House Calendar.

Mr. JARMAN: Committee on Printing. House Resolution 364. Resolution authorizing the Committee on the Judiciary of the House of Representatives to have printed for its use additional copies of the hearings on the bill (H. R. 2857) to amend section 77 of the act of July 1, 1898, entitled "An act to establish a uniform system of bankruptcy throughout the United States," as amended; without amendment (Rept. No. 971). Referred to the House Calendar.

Mr. JARMAN: Committee on Printing. House Resolution 380. Resolution authorizing the printing of additional copies of the second intermediate report (H. Rept. No. 862) of the Select Committee to Investigate Executive Agencies, and for other purposes; without amendment (Rept. No. 972). Referred to the House Calendar.

Mr. JARMAN: Committee on Printing. House Resolution 370. Resolution authorizing that House Document No. 351, being the press releases of the Department of State containing the declaration of four nations on general security, pledging themselves to united action for the prosecution of the present war against their enemies, which was signed at the conference held at Moscow, Russia, together with other papers relating thereto, be reprinted with corrections conforming to the official texts now on file in the Department of State; without amendment (Rept. No. 973). Referred to the House Calendar.

REPORTS OF COMMITTEES ON PRIVATE BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. FERNANDEZ: Committee on the Public Lands. S. 1488. An act to authorize the Secretary of the Interior to convey to Jose C. Romero, all right, title, and interest of the United States in a certain described tract of land within the Carson National Forest, N. Mex.; without amendment (Rept. No. 974). Referred to the Committee of the Whole House.

PUBLIC BILLS AND RESOLUTIONS

Under clause 3 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. BURCH of Virginia:

H. R. 3870. A bill to amend section 214 of the act of February 28, 1925; to the Committee on the Post Office and Post Roads.

By Mr. COSTELLO:

H. R. 3871. A bill providing for the retirement of certain officers of the regular armed forces previously retired for physical disability; to the Committee on Military Affairs.

By Mr. GILLIE:

H. R. 3872. A bill to remove for the duration of the war certain limitations upon the appointment and compensation of retired commissioned officers employed in civilian positions by the Government; to the Committee on the Civil Service.

By Mr. PATMAN:

H. R. 3873. A bill to amend the Reconstruction Finance Corporation Act by adding a new title thereto relating to the sale or other disposition of surplus property of the United States; to the Committee on Banking and Currency.

By Mr. VOORHIS of California:

H. R. 3874. A bill to amend the act entitled "An act to supplement existing laws against unlawful restraints and monopolies, and for other purposes"; to the Committee on the Judiciary.

By Mr. BECKWORTH:

H. R. 3875. A bill to grant to enlisted personnel in the land or naval forces and to Army and Navy nurses certain benefits with respect to accumulated leave; to the Committee on Military Affairs.

By Mr. WORLEY:

H. R. 3876. A bill to provide a method of voting, during the period of the war and 6

months thereafter, by members of the armed forces absent from the place of their residence; to the Committee on Election of President, Vice President, and Representatives in Congress.

By Mr. CANNON of Missouri:

H. J. Res. 209. Joint resolution extending until January 31, 1944, the provisions of the act of April 29, 1943, making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1943; to the Committee on Appropriations.

PRIVATE BILLS AND RESOLUTIONS

Under clause 1 of rule XXII, private bills and resolutions were introduced and severally referred as follows:

By Mr. CLASON:

H. R. 3877. A bill for the relief of Clara E. Deane; to the Committee on War Claims.

H. R. 3878. A bill for the relief of Clara E. Deane; to the Committee on War Claims.

H. R. 3879. A bill granting a pension to Clara E. Deane; to the Committee on War Claims.

By Mr. FEIGHAN:

H. R. 3880. A bill for the relief of Mrs. Anna Zukas; to the Committee on Claims.

By Mr. IZAC:

H. R. 3881. A bill for the relief of Mrs. Anna Chandler; to the Committee on Claims.

By Mr. McGEHEE:

H. R. 3882. A bill for the relief of C. Guy Evans; to the Committee on Claims.

By Mr. SASSCER:

H. R. 3883. A bill granting a pension to Ella G. West; to the Committee on Pensions.

PETITIONS, ETC.

Under clause 1 of rule XXII, petitions and papers were laid on the Clerk's desk and referred as follows:

4148. By Mr. HALE: Petition of the Cumberland County (Maine) Council of the American Legion, that the Congress of the United States authorize the War Department to issue some method of identification to those inductees who have been requested by their respective draft boards to report for induction and have been rejected for physical disability and prevented from entering the armed forces of the United States; to the Committee on Military Affairs.

4149. By Mr. KEARNEY: Petition protesting against the enactment of any and all prohibition legislation; to the Committee on the Judiciary.

4150. By the SPEAKER: Petition of the president, Delta Council, Stoneville, Miss., petitioning consideration of their resolution with reference to favoring enactment of legislation levying a Federal retail and wholesale sales tax to be designated as a "war tax" at such rate or rates as will produce revenues sufficient to pay as we go an appreciable part of the expense incurred in prosecuting the war, in which we are engaged against the Axis Powers; to the Committee on Ways and Means.

4151. Also, petition of R. L. Scott, petitioning consideration of their resolution with reference to Treasury check No. 9,505,866; to the Committee on the Judiciary.

78TH CONGRESS
1ST SESSION

H. J. RES. 208

IN THE SENATE OF THE UNITED STATES

DECEMBER 18 (legislative day, DECEMBER 15), 1943

Read twice and referred to the Committee on Appropriations

JOINT RESOLUTION

Making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944.

1 *Resolved by the Senate and House of Representatives*
2 *of the United States of America in Congress assembled,*
3 That there is hereby appropriated, out of any money in the
4 Treasury not otherwise appropriated, the sum of \$27,000,-
5 000, which sum, together with the amount appropriated
6 in the Act of April 29, 1943 (Public Law 45), shall be
7 merged into one fund, to remain available until December 31,
8 1944, and to be expended by the War Food Administrator
9 (hereinafter referred to as the "Administrator"), appointed
10 pursuant to Executive Order Numbered 9334, dated April
11 19, 1943, for assisting in providing an adequate supply of



1 workers for the production and harvesting of agricultural
2 commodities essential to the prosecution of the war, as
3 follows:

4 PAYMENTS TO STATES

5 SEC. 2. (a) For the purpose of assisting in providing an
6 adequate supply of workers for the production and harvesting
7 of agricultural commodities within the several States, the
8 Administrator shall apportion among the several States, on
9 the basis of need, not more than \$17,500,000 of the sum
10 appropriated by section 1 (including apportionments hereto-
11 fore made) and the sums so apportioned shall be available
12 for payment to such States for expenditure by the agricultural
13 extension services of the land-grant colleges in such States
14 in accordance with such agreements as may be entered
15 into by the Administrator and such extension services and
16 subject to the supervision of the Administrator. The pur-
17 poses for which such funds may be expended by such exten-
18 sion services shall include, among other things, (1) the
19 recruiting (including recruitment within the State of recruit-
20 ment for employment elsewhere), placement (including the
21 placement of workers as tenants or sharecroppers), and train-
22 ing of such workers; (2) transportation (including trans-
23 portation from State to State and within the State of recruit-
24 ment for employment elsewhere), supervision, subsistence,
25 protection, health and medical and burial services, and

1 shelter for such workers and their families and necessary per-
2 sonal property; (3) lease, repair, alteration, and operation of
3 labor supply centers and other necessary facilities and serv-
4 ices, including former Civilian Conservation Corps camps,
5 and not to exceed \$200,000 for the construction of labor
6 supply centers and other necessary facilities and services (not
7 to exceed \$40,000 for any one center); (4) advancing to
8 workers of sums due from employers within the United States
9 who are under contractual obligation to reimburse such ex-
10 tension services for such advances, the repayments from em-
11 ployers for such advances to be credited to the respective
12 funds apportioned to the States; (5) employment of person-
13 nel and other administrative expenses; (6) payment to or
14 reimbursement of other public or private agencies or in-
15 dividuals for furnishing services or facilities for such purposes;
16 and (7) rendering assistance with respect to the deferment
17 of agricultural labor, including among other things of in-
18 formation on the contribution that individuals subject to
19 selective service are making to agricultural production. Such
20 extension services may enter into agreements with other pub-
21 lic and private agencies and individuals and utilize the
22 facilities and services of such agencies and individuals in
23 carrying out the purposes of this section.

24 (b) The Administrator shall certify to the Secretary
25 of the Treasury, from time to time, the amounts to be

1 paid to each State under this section and the time or
2 times such amounts are to be paid; and the Secretary of
3 the Treasury shall pay to the State, at the time or times
4 fixed by the Administrator, the amounts so certified.

5 EXPENDITURE OF OTHER FUNDS

6 SEC. 3. (a) The funds appropriated by section 1 and not
7 apportioned by the Administrator among the several States
8 pursuant to section 2 shall be allotted by the Administrator to
9 the Office of Extension, War Food Administration, for ex-
10 penditure, of which not to exceed \$200,000 shall be available
11 for administrative expenses in the District of Columbia. The
12 purposes for which such funds may be expended shall include,
13 among other things, (1) the recruiting and transportation of
14 foreign workers and their families and necessary personal
15 property, within the United States and elsewhere; (2)
16 furnishing, by loans or otherwise, of health and medical and
17 burial services, training, subsistence, allowances, protection,
18 and shelter for such workers and their families, while en
19 route, including the furnishing of health and medical services
20 to agricultural workers and their families housed in any labor
21 supply center operated as a part of this program; (3) ad-
22 vancing to workers of sums due from employers within the
23 United States who are under contractual obligation to re-
24 imburse the United States for such advances, the repayments
25 from employers for such advances to be credited to the funds

1 available to the Administrator; (4) payments in lieu
2 of taxes on labor supply centers in accordance with the proce-
3 dure set forth in the Act of June 29, 1936 (40 U. S. C.
4 432) ; (5) determination and payment of claims (not exceed-
5 ing \$50 in any one case) of workers recruited in foreign
6 countries (a) who, in preparation for transportation to or
7 from the United States and subsequent failure of such trans-
8 portation, have suffered losses, or (b) who have been trans-
9 ported to the United States and during said transportation,
10 including embarkation and debarkation, have suffered the loss
11 of or damage to personal effects; and (6) operating personnel
12 and expenses to carry out the above purposes.

13 (b) The Administrator may allocate to any State, in
14 the manner provided in section 2, from the amount made
15 available by this section, such funds for labor supply centers
16 and other necessary services and facilities and for the feed-
17 ing of workers in such centers, as in his judgment may be
18 more advantageously applied by such State for the Federal
19 Government than by direct expenditure by the War Food
20 Administration. He is also authorized, in connection with
21 the purposes of this subsection, to loan to any State any labor
22 supply center and the facilities and equipment thereof,
23 owned by the United States, under such terms and condi-
24 tions as he may specify.

25 (c) Not more than \$200,000 of the combined sum

1 of the appropriation in Public Law 45, Seventy-eighth Con-
2 gress, and the direct appropriation in section 1 hereof shall
3 be available for obligation during the calendar year 1944
4 for administrative expenses of the Administrator under
5 such Public Law 45 and this Act, including (1) the
6 employment of persons and organizations, by contract or
7 otherwise, at the seat of government and elsewhere; (2)
8 purchase, exchange, operation, and maintenance of pas-
9 senger-carrying vehicles; (3) printing and binding; (4)
10 travel expenses of persons employed in administrative, super-
11 visory, or facilitating capacities within a foreign country
12 or from a foreign country to the United States and return,
13 including such expenses to first-duty stations; and (5) pay-
14 ment to or reimbursement of other agencies or individuals
15 for administrative expenses incurred by them.

16 (d) For the purpose of this Act, the Administrator is
17 authorized—

18 (1) to utilize the facilities, services, and personnel
19 of units and agencies within the Department of Agricul-
20 ture; to enter into agreements with other public or pri-
21 vate agencies or individuals; to utilize (pursuant to
22 such agreements) the facilities and services of such
23 agencies and individuals and to delegate to them func-
24 tions under this joint resolution; and to allocate or
25 transfer funds to (in addition to the transfers author-

1 ized by the Department of Agriculture Appropriation
2 Acts for the fiscal years 1944 and 1945), or otherwise to
3 pay or reimburse such units, agencies, and individuals
4 for expenses in connection therewith;

5 (2) to accept and utilize voluntary and uncom-
6 pensated services; and

7 (3) to cooperate with the Secretary of State in
8 the negotiation or renegotiation of agreements with
9 foreign governments relating to the importation of
10 workers into the United States.

11 LIMITATIONS

12 SEC. 4. (a) No part of the funds herein appropriated
13 shall be expended for the transportation of any worker from
14 the county where he resides or is working to a place of em-
15 ployment outside of such county without the prior consent in
16 writing of the county extension agent of such county, if such
17 worker has resided in such county for a period of one year or
18 more immediately prior thereto and has been engaged
19 in agricultural labor as his principal occupation during such
20 period.

21 (b) No part of the funds herein appropriated, or here-
22 tofore appropriated or made available to any department or
23 agency of the Government for the recruiting, transportation,
24 or placement of agricultural workers, shall be used directly or
25 indirectly to fix, regulate, or impose minimum wages or hous-

1 ing standards, to regulate hours of work, or to impose or en-
 2 force collective-bargaining requirements or union member-
 3 ship, with respect to any agricultural labor, except with re-
 4 spect to workers imported into the United States from a
 5 foreign country and then only to the extent required to comply
 6 with agreements with the government of such foreign coun-
 7 try: *Provided*, That nothing herein contained shall prevent
 8 the expenditure of such funds in connection with the negotia-
 9 tion of agreements with employers of agricultural workers
 10 which may provide that prevailing wage rates shall be paid
 11 for particular crops and areas involved and that shelter shall
 12 be provided for such workers.

13 MISCELLANEOUS PROVISIONS

14 SEC. 5. (a) Funds appropriated by this Act may be
 15 expended without regard to section 3709 of the Revised
 16 Statutes.

17 (b) Any payments made by the United States or other
 18 public or private agencies or employers to aliens brought
 19 into the United States under this Act shall not be subject
 20 to deduction or withholding under section 143 (b) of the
 21 Internal Revenue Code.

22 (c) For the purpose of this Act—

23 (1) the term "State" includes Alaska, Hawaii, and
 24 Puerto Rico;

(2) the term "worker" includes nationals of the United States and aliens;

(3) the term "agricultural labor" includes any services or activities included within the provisions of section 3 (f) of the Fair Labor Standards Act of 1938 or section 1426 (h) of the Internal Revenue Code.

(d) Effective July 1, 1943, notwithstanding section 3 of the Act of June 29, 1936 (U. S. C., title 40, sec. 433), receipts derived for the account of the United States from the use and occupancy of agricultural labor supply centers, including camps and facilities heretofore used by or under the control of the Farm Security Administration, shall be deposited in the Treasury as miscellaneous receipts: *Provided*, That all receipts derived from the furnishing of subsistence to workers shall be credited to the appropriation in section 1 and be available for expenditure by the Administrator for the replenishment of subsistence supplies and for expenses incident to the furnishing of such subsistence.

(e) The former Civilian Conservation Corps camps shall be transferred without charge to the Administrator, to the extent that he deems necessary to carry out the purposes of this Act: *Provided*, That no such camp which is being utilized by any other agency of the Government, or which has been transferred to any State, county, mu-

1 nicipality, or nonprofit organization, shall be transferred to
2 the Administrator under this subsection without the consent
3 of such agency, State, county, municipality, or organization.

4 (f) Notwithstanding provisions of title I of the Social
5 Security Act, as amended (relating to grants to States for
6 old-age assistance), and of appropriations for payments
7 thereunder, in any case in which any State pays old-age as-
8 sistance to any individual at a rate not in excess of the rate
9 of old-age assistance paid to such individual during the month
10 of July 1943, any failure to take into consideration any in-
11 come and resources of such individual arising from agricul-
12 tural labor performed by him as an employee, or from labor
13 otherwise performed by him in connection with the raising or
14 harvesting of agricultural commodities, after the date of en-
15 actment of this Act and prior to the seventh cal-
16 endar month occurring after the termination of hostilities
17 in the present war, as proclaimed by the President shall
18 not be a basis of excluding payments made to such in-
19 dividual in computing payments made to States under section
20 3 of such title, of refusing to approve a State plan under sec-
21 tion 2 of such title, or of withholding certification pursuant
22 to section 4 of such title.

23 (g) In order to facilitate the employment by agricul-
24 tural employers in the United States of native-born residents
25 of North America, South America, and Central America, and

1 the islands adjacent thereto, desiring to perform agricultural
2 labor in the United States, during continuation of hostilities
3 in the present war, any such resident desiring to enter the
4 United States for that purpose shall be exempt from the
5 payment of head tax required by section 2 of the Immigra-
6 tion Act of February 5, 1917, and from other admission
7 charges, and shall be exempt from those excluding provisions
8 of section 3 of such Act which relate to contract laborers,
9 the requirements of literacy, and the payment of passage by
10 corporations, foreign government, or others; and any such
11 resident shall be admitted to perform agricultural labor in the
12 United States for such time and under such conditions (but
13 not including the exaction of bond to insure ultimate de-
14 parture from the United States) as may be required by regu-
15 lations prescribed by the Commissioner of Immigration and
16 Naturalization with the approval of the Attorney General;
17 and in the event such regulations require documentary evi-
18 dence of the country of birth of any such resident which he is
19 unable to furnish, such requirement may be waived by the
20 admitting officer of the United States at the point where such
21 resident seeks entry into the United States if such official has
22 other proof satisfactory to him that such resident is a native
23 of the country claimed as his birthplace. Each such resident
24 shall be provided with an identification card (with his photo-
25 graph and fingerprints) to be prescribed under such regula-

1 tions which shall be in lieu of all other documentary require-
2 ments, including the registration at time of entry or after
3 entry required by the Alien Registration Act of 1940. Any
4 such resident admitted under the foregoing provisions who
5 fails to maintain the status for which he was admitted or to
6 depart from the United States in accordance with the terms
7 of his admission shall be taken into custody under a warrant
8 issued by the Attorney General at any time after entry and
9 deported in accordance with section 20 of the Immigration
10 Act of February 5, 1917. Sections 5 and 6 of such Act shall
11 not apply to the importation of aliens under this Act. No
12 provision of this Act shall authorize the admission into the
13 United States of any enemy alien.

14 (h) When authorized by the Administrator, workers
15 under the program may be used in the packing, canning,
16 freezing, drying, or other processing of perishable or seasonal
17 fruits and vegetables.

18 (i) Notwithstanding any provisions to the contrary in
19 the Act approved July 12, 1943 (Public Law 132), funds
20 available to the War Manpower Commission for the current
21 migration of Mexican or Canadian nationals under the aus-
22 pices of the War Manpower Commission for industrial and
23 railroad purposes essential to the war effort, may continue to
24 be expended during the fiscal year 1944.

1 (j) This Act shall take effect upon the date of its enact-
2 ment into law and shall thereupon supersede the Act of
3 April 29, 1943 (Public Law 45), to the extent that such
4 Act is inconsistent with this Act.

5 (k) This Act may be cited as the "Farm Labor Supply
6 Appropriation Act, 1944".

Passed the House of Representatives December 17, 1943.

Attest:

SOUTH TRIMBLE,

Clerk.

78TH CONGRESS
1ST Session

H. J. RES. 208

JOINT RESOLUTION

Making an appropriation to assist in providing
a supply and distribution of farm labor for
the calendar year 1944.

DECEMBER 18 (legislative day, DECEMBER 15), 1943
Read twice and referred to the Committee on
Appropriations

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS

KENNETH MCKELLAR, Tennessee, *Chairman*

CARTER GLASS, Virginia

CARL HAYDEN, Arizona

MILLARD E. TYDINGS, Maryland

RICHARD B. RUSSELL, Georgia

JOHN H. OVERTON, Louisiana

ELMER THOMAS, Oklahoma

PAT MCCARRAN, Nevada

JOSEPH C. O'MAHONEY, Wyoming

JOHN H. BANKHEAD, Alabama

GERALD P. NYE, North Dakota

HENRY CABOT LODGE, JR., Massachusetts

RUFUS C. HOLMAN, Oregon

C. WAYLAND BROOKS, Illinois

STYLES BRIDGES, New Hampshire

EVERARD H. SMITH, *Clerk*

FARM LABOR PROGRAM, 1944

FRIDAY, JANUARY 14, 1944

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D. C.

The subcommittee met, pursuant to call, at 10:30 a. m., in the committee room, the Capitol, Hon. Kenneth McKellar, presiding.

Present: Senators McKellar, Hayden, Tydings, Russell, Overton, Thomas of Oklahoma, and Holman.

Senator McKELLAR. The committee will please come to order.

WAR FOOD ADMINISTRATION

STATEMENT OF HON. MARVIN JONES, ADMINISTRATOR, ACCOMPANIED BY COL. PHILIP G. BRUTON, DIRECTOR OF LABOR; M. C. WILSON, DEPUTY DIRECTOR OF EXTENSION, IN CHARGE OF INTRASTATE LABOR; AND R. W. MAYCOCK, ASSISTANT DIRECTOR OF FINANCE, OFFICE OF BUDGET AND FINANCE

Senator McKELLAR. Judge Jones, you are down here, I suppose concerning House Resolution 208.

Judge JONES. Yes, sir.

Senator McKELLAR. Making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944.

Judge JONES. Yes, Mr. Chairman.

Senator McKELLAR. Will you say what you have to say to the committee, please.

CONTINUATION OF PRESENT PROGRAM AND ORGANIZATION

Judge JONES. Mr. Chairman, let me make it clear to start with that we are going to do the best job we can with any tools that we are given and whatever this committee and the Congress works out, we will use as best we can. We do feel, however, that in the light of the experience that the organization has had in the handling of this difficult program, it would be wise to continue the program as it operated in 1943.

A suggested bill was considered by the House committee which would have accomplished that purpose, with some changes that had been suggested in the light of past experience.

PURPOSE OF APPROPRIATION

Senator McKELLAR. Now, let me ask you this question. You are lending this money out?

Judge JONES. No, sir.

Senator McKELLAR. None at all?

Judge JONES. No, sir. This is an appropriation to assist farmers in securing the labor needed to produce food under wartime conditions.

As you know, we have some ten or eleven million people in the armed services, an increase in activities on the part of the United States Government, and vast production by industry along all lines that is necessary in wartimes, and the combination of all these has created quite a farm labor problem.

In order to relieve that situation we organized locally; through the Extension Service we get local groups to help in solving the problem locally; then that is supplemented by the shifting of domestic and foreign labor from one State to another to meet the emergency harvesting and other vital needs.

METHOD OF HANDLING DISTRIBUTION OF LABOR

Senator McKELLAR. As a matter of fact, how do you work that, by shifting the labor to meet the needs? Just as a matter of practice, take your own State, and the one next to it, Senator Overton's State, Louisiana. How do you deal with that question?

Judge JONES. Colonel Bruton is the head of what we call the Office of Labor of the War Food Administration. To meet labor needs within the States he operates through the Extension Service, which is familiar with local conditions, and tries to meet labor needs within the State by recruiting local labor.

Colonel Bruton's organization has arrangements to keep informed as to the labor needs in the various States that cannot be met locally.

IMPORTATION OF FOREIGN LABOR

We have foreign laborers who are brought in from Mexico, Jamaica, the Bahamas, and other places. They are placed at the points where there is insufficient labor within the State to meet the need, including the harvesting of perishable commodities. When the work is finished Bruton's organization arranges to have them transported and used in other labor-shortage areas.

LOCAL LABOR AND INTERSTATE LABOR

The farm-labor program involves the handling of three types of labor—local or intrastate labor, domestic interstate labor, and foreign labor.

PRICE PAID TO LABORERS USED

Senator McKELLAR. If I am a farmer, do I pay these laborers their usual price?

Judge JONES. Yes; the farmer pays that. Now, we have with foreign labor a situation where it is necessary to have a special contract dealing with those governments; but the farmer pays the prevailing wages in the area; and that is true of labor, whether they are brought from other States or brought from a foreign country.

In order to get the labor in from some other countries we had to make some special arrangements with those countries; for instance, with Mexico we have to transport and feed the laborers en route, and then take them back home. We got some fifty-odd-thousand laborers

from Mexico this last year, and it was necessary to assure that they would be employed three-fourths of the time.

In order to give that assurance and be out the least possible expense, when they get through at a certain place then it is necessary that they be transported somewhere else in order to utilize them to the best advantage.

Now, in the particular measure that was passed by the House—

PURPOSE FOR WHICH LABOR IS USED

Senator HOLMAN. May I interrupt for just a minute, please?

Judge JONES. Yes.

Senator HOLMAN. I am from Oregon, and very much interested in this question of migratory labor.

Judge JONES. Yes, sir.

Senator HOLMAN. It is my understanding that this language and this legislation, and the administration of the legislation is concerned only with labor that is seasonal in its demand, like harvesting, or something of that nature. It is not interested in the steady employment of agricultural labor.

Judge JONES. It does not interfere with the regular employment of local labor. It is undertaking to solve the labor problem, whether it is in harvesting or in planting, or any other emergency, only where there is a labor shortage. It is a program which supplements the regular employment of farm labor.

Senator HOLMAN. I just want to call attention to a situation.

Judge JONES. Yes.

Senator HOLMAN. And I do not want you to think that this is in the nature of an interference. I was thinking in the nature of assistance.

Judge JONES. Yes, sir.

FARM LABOR SITUATION IN OREGON

Senator HOLMAN. Now, out in the Oregon area, our farm hands, our regular farm hands we need every day to milk the cows and do the chores and so on, are being taken off of the farm. In other words, right off of my own farm within the last 10 days I have lost an essential man which means the curtailment of my dairy operations.

At the same time, in this morning's mail, I received a letter from a foreman in one of the shipbuilding plants there wherein he tells me, as others have repeatedly told me, that there are idle men in the shipbuilding plants. They are not using them. I want to make the record.

LABOR CONDITIONS IN COLUMBIA RIVER BASIN

The very time that this cry is going up that there is a shortage of labor in the Columbia River area, there is no shortage of labor. The very people who are saying that there is a shortage of labor have never utilized the labor that they already have, but they are impounding and hoarding that labor in there for some reason, probably some profit-motive reason to the operators. At the same time, our day by day farming operations are being restricted, because of the shortage of labor. They are taking boys off of the farm and leaving idlers in the shipbuilding plants.

Judge JONES. Of course there may be some of that. I know they have claimed that. However, that problem is within the jurisdiction of the War Manpower Commission. It has been claimed that in certain plants, notably in the airplane plants and in some of the copper mines, there are or have been very great labor shortages at times. I do not know what that particular part of the picture is. Now, as to the background of what I do know—

COLUMBIA RIVER AREA NOT A CONGESTED AREA

Senator HOLMAN (interposing). The claim is made, but it has never been substantiated—I admit that the claim is made and you people sitting here in Washington believe it a bona fide claim and Mr. McNutt rules that the Columbia River area is a congested labor area, and forbids any new enterprises going into that area, when in truth and fact, I am sure if I could get the Truman committee to make an investigation of this thing, they would find the reverse is true; that it is not a congested area.

LABOR HOARDING NOT PROTECTED

Judge JONES. Senator, I want to assure you that I have no disposition to protect any concern that is trying to hoard labor and I do not have to pass on that. I do know that my primary job is to secure the production of food, which is vital in the war, and I do know that it has been necessary in many areas to furnish farm labor to the growers. In some instances the Army, for instance up in the Dakotas, assisted in harvesting the crop. Whether or not the placement of labor is being handled perfectly for all activities I do not know. I do know that we have had a cry from one end of the country to the other for additional farm labor and I know some very good work has been done in supplementing the farmers' needs.

If you can find some other way to help us. I would like to have your help on it.

Senator HOLMAN. Please understand me. I am not contending against you. I am trying to get you, if it is within the province of your duties, to go into this other field of day-by-day labor.

Judge JONES. Yes.

Senator HOLMAN. In addition to this seasonal or harvesting labor.

Judge JONES. Yes.

Senator HOLMAN. Because there is a neglect from some place somewhere and if we need supervision of the day by day labor on farms in the Oregon country, and there is a false statement that is reiterated again and again that there is a shortage of labor where there is a hoarding of labor, I would like to crack that nut. If it is within your purview, I wish you would try to help us.

Judge JONES. If there is any hoarding of labor anywhere, I would like to see it stopped, just like you, and I will be glad to call attention to the condition you refer to.

COMPETITION OF INDUSTRY FOR FARM LABOR

Senator OVERTON. I think what Senator Holman has in mind is this: There is a strong competition between industry and the farms.

Judge JONES. I know that that is true. We run into that right along.

Senator OVERTON. And you have the bottleneck of this whole question there, because industry pays labor better wages than it can get on the farm.

Judge JONES. Yes; we run into that.

Senator OVERTON. And if a shortage occurs it is most apt to occur on the farms, rather than in industry; that is, generally speaking.

Judge JONES. Yes.

Senator OVERTON. And you come into the picture in this way: you are trying to supply the farmer with adequate labor and you do not want that labor taken away from him, and unnecessarily used or, we will say hoarded, in any industrial plant, or in any industrial area.

Judge JONES. That is correct. And, of course—

PURPOSE FOR WHICH LABOR IS USED

Senator McKELLAR (interposing). You are only concerned with the production of crops and the harvesting of crops, and labor for that purpose.

EMERGENCY USE OF LABOR IN CONNECTION WITH FOOD PROCESSING

Judge JONES. Yes, sir; labor for farmers, and in some instances, we may need it as a temporary thing to help in the matter of food processing. We may have these laborers in an area and there comes a lull in the farm work—which there will at times—and you have got food which is being processed nearby; have it on the assembly line, and we are asking that the workers be temporarily used in order to prevent that food from wasting. Public Law 45 did not specifically authorize that. But, if there are perishable fruits or vegetables on the assembly line and they have a labor problem as they do sometimes, we need to supplement their force at times. We are asking for that privilege.

Senator McKELLAR. In order that you may save the food.

Judge JONES. Yes. You see it comes back to saving food.

SUGGESTED AMENDMENT TO PROVISION RELATING TO PROCESSING OF CERTAIN PRODUCTS

Senator OVERTON. Let me ask you a question along that line. I believe that is on page 12 of the bill.

When authorized by the Administrator, workers under the program may be used in the packing, canning, freezing, drying, or other processing of perishable or seasonal fruits and vegetables.

Why not strike out "or seasonal fruits and vegetables" and insert "perishable agricultural products"?

There are other agricultural products which are perishable besides fruits and vegetables.

Judge JONES. I can see no objection to that. I would rather you would ask Colonel Brnton that question when he comes on the stand. I can see no reason, however, why that would not be all right.

Senator HOLMAN. I can cite a perishable agricultural product. Milk. Milk is very perishable.

Senator OVERTON. I can cite others, too.

Judge JONES. Personally, I can see no reason why that should not be done, but I would rather you would ask Colonel Bruton. They handle that in his office.

NATURE OF WORK DONE BY PRESENT ORGANIZATION

Now, the major thing we have to suggest is that this is very vital, this labor, and food will not wait, and I think that, without any patterns to go by, starting late in the year, the organization under Colonel Bruton did a very good job, everything considered. They probably made some mistakes, but they also learned from experience, which we should not now disregard, and they relieved labor in many areas. We have the organization to do that.

PROGRAM SHOULD NOT BE TURNED OVER TO EXTENSION SERVICE

Now, the bill as passed by the House turns the entire program over to the Extension Service; that is, it turns over the interstate and foreign aspects of the program in addition to the local aspects which they are now handling. I am very partial to the Extension Service. I helped handle the legislation which broadened their power and gave them additional authority along many lines.

I think, however, it would be rather unwise if they undertook this complete task, which has many headaches, and a lot of grief in it. The Extension Service has done a very wonderful educational job through the years, and I want them to continue to do that work. I think they can do most anything, and I think they would do a pretty fair job if the foreign and interstate phases of the program were unloaded on them; but this is a temporary thing, with a lot of grief. There is not much honor, but a lot of grief linked to the handling of this program, and I think that they would be better off if they continued their educational work and continued to supervise the local handling of labor, with which they are familiar. They have been handling all local labor under an assignment from Colonel Bruton and under the provision of the bill, and we ask that it be continued.

Now, here is the difficulty as I see it of the Extension Service handling the interstate and foreign aspects of the program—and I say this as a friend of the Extension Service: It is largely a State organization. That is, they have organizations in the 48 States. The national head of the Extension Service cannot give complete direction. He can make suggestions, but the State organization in the Extension Service is more or less independent. Now, if you put the Extension Service in charge of the labor that flows from State to State, or flows from foreign countries and then from State to State or community to community, the State organization will be reluctant to shift or release labor, even if it has sufficient labor and it has finished its emergency, for it thinks that it may have another in 3 or 4 weeks. I think it is going to be very difficult for a State organization or local organization to say, "We will permit this labor to go. We have the authority to hold it here, and we will need it in 30 days from now." It is very difficult for them to let it go to another place and thus create a possibility of being hit over the head because of a labor shortage that develops at a subsequent time.

NEED FOR A CENTRAL AUTHORITY

So, it is necessary for somebody to be in the position to handle this situation. We transport this labor. We have camps and many of the camps have portable accommodations. The camps can be taken down and moved to another place to facilitate the taking care of the labor. This needs to be under the head of somebody who has central authority and who can determine after a look at the whole picture where labor should be shifted.

PRESENT ORGANIZATION EFFECTIVE

Now, I think that, with all of the difficulties that Colonel Bruton and his organization have had to face, they have done a good job. They have had the experience. They are dealing with it. They have their contracts with these other governments, and the other governments have been dealing with this organization. If it were changed, it might be necessary to determine whether or not they would be satisfied with the new arrangement.

Senator McKELLAR. Who did the work this past year?

Judge JONES. Colonel Bruton's organization did the work of bringing in the labor and of shifting the labor from one state to another. There was delegated to the Extension Service the authority of handling the local labor. That is, the intrastate labor.

CONTINUATION OF PRESENT ORGANIZATION RECOMMENDED

Senator McKELLAR. You think that that ought all be turned over to Colonel Bruton?

Judge JONES. No; I think it ought to be continued just as we had it this year, because the thing has worked pretty well, and we have utilized the local agencies, where the problem was local, and they have done a good job. So, we want to continue it just like it is.

RECOMMENDED CHANGES IN LANGUAGE

Now, we have some suggested changes which Colonel Bruton will submit. One will be on page 2. I think there ought to be a slight change there, but I would rather that these gentlemen go over the details of it. On page 4, I would like to have the language changed by striking out the word "allotted" in line 8, and putting in lieu thereof the words "available for expenditure" and then beginning with the last word in line 8, striking out the rest of that sentence down to line 11, so as to eliminate "to the Office of Extension, War Food Administration, for expenditure, of which not to exceed \$200,000 shall be available for administrative expenses in the District of Columbia."

AMOUNT FOR EXTENSION SERVICE UNDER PROPOSED AMENDMENT

That would still leave some \$18,000,000 for the use of the Extension Service in the local phases of the work.

Senator HOLMAN. May I make a comment there?

Judge JONES. Yes, sir.

FUNCTION OF EXTENSION SERVICE

Senator HOLMAN. My relation with the Extension Service—and I am quite intimate with that in my State—that means the county agents.

Judge JONES. Yes, sir.

Senator HOLMAN. Their main function is to go on a man's farm and show him how to make two blades of grass grow where one grew before.

Judge JONES. Yes.

Senator HOLMAN. And my information is they have already been given these extraneous duties to such an extent that they are hampered in their original and fundamental operations.

Judge JONES. They have been every busy.

Senator HOLMAN. And their oral plea to me is, "relieve us," rather than "give us some more work to do."

Senator HAYDEN. Let me inquire of Judge Jones if this language that he recommends be stricken—

Senator OVERTON. What language; on what page and what line?

CONTINUATION OF PRESENT PROGRAM

Senator HAYDEN. On page 4. If those words were stricken, it would leave the law just as it is, just as it passed last year.

Judge JONES. Yes; practically so. There have been some little minor changes, but it would be practically the same law. There are several other changes. I think I would prefer to let these gentlemen who are familiar with it go into the different changes.

On page 5, line 1, we would like restored the Budget language for the construction and operation of camps.

Senator McKELLAR. Who prepared this bill?

Judge JONES. I do not know. The bill under which we are now operating was prepared before I came in last year and the bill I am now proposing follows the pattern of last year.

Senator HAYDEN. This bill, which became Public Law 45, Mr. Chairman, was prepared in conference between the two Houses last year. We had a lot of difficulty about it.

Senator McKELLAR. This bill, along this same line?

Senator HAYDEN. That is what I am trying to develop.

Judge JONES. What I am proposing is practically the same bill.

Senator HAYDEN. The House had one view and the Senate had another. We had a long series of conferences about it and finally agreed upon a form of legislation and what I wanted to develop from the Judge is if what he is recommending is not substantially the same bill as was finally adopted by both Houses.

Judge JONES. That is exactly right. I was not here when that was done, but I am glad to have that background. That is what we want continued, substantially like that bill was, especially since we have an organization that has done a good job, and you remember what a terrific amount of pressure there was on this labor question about the time that came about. Everyone had tremendous kicks, and I think they have done a good job.

I hate to take the chance, when everything is going pretty good, of making changes. In other words, if a man has got an automobile that is running pretty well, I think it is foolish to let a so-called mechanic get his head under the hood. I just do not think we ought to

take a chance when the thing is going pretty well—and it has been working pretty well—on changes that might upset a program that is tough to handle.

Now, if anyone thinks he can bring people in from a foreign country, who are familiar with our habits, our language, and our mode of thought and living, and method of living, and handle them without difficulties, he had better guess again.

NUMBER OF MEXICANS IMPORTED

Senator McKELLAR. I can see the difficulty. I want to ask this question. You said that 30,000 Mexicans came in under this bill last year?

Judge JONES. Over 50,000.

Senator McKELLAR. Over 50,000?

Judge JONES. Yes.

NUMBER OF MEXICANS WHO HAVE BEEN RETURNED TO MEXICO

Senator McKELLAR. How many of them went back?

Colonel BRUTON. All of them went back except about 12,000.

Senator McKELLAR. All except 12,000?

Colonel BRUTON. Yes, sir.

Senator McKELLAR. Were they kept here at Government expense?

Colonel BRUTON. No, sir. They are still working under contracts with the growers. Most of them are in southern California, Senator.

Senator McKELLAR. Most of them are in southern California.

Colonel BRUTON. In other words, they are the ones whose contracts have not yet expired. In fact, in southern California they claim they need some additional help.

Senator McKELLAR. They are used to harvest the crops.

Colonel BRUTON. Yes.

IMPORTATION OF LABOR FROM MEXICO

Senator McKELLAR. Will you put a statement in the record showing the number who came here, and where they are working, and what they are doing?

Colonel BRUTON. Yes, sir; we will insert that in the record.

Senator McKELLAR. And how long they will continue to stay, and whether they will go back, or whether they will be shifted to some other place.

Judge JONES. Colonel Bruton and Mr. Maycock will give you the full details on that.

NOTE.—It is believed that the statement appearing on pages 113–115 of the House hearings on this bill will furnish the information desired.

RECOMMENDATIONS BY DIRECTORS OF EXTENSION SERVICES

Senator HAYDEN. Mr. Chairman, I want to state that there happened to be a little time between the time this bill passed the House and the time we took it up here, because we took the recess. So, I took the liberty of obtaining multigraphed copies of the letter which

Judge Jones wrote to our chairman, and I mailed a copy to each one of the State extension service directors directing his attention to the fact that the bill as it passed the House changed the existing system and asked what their view was about it, and I received replies from practically all of them.

What I want to ask Judge Jones is this: There is difference of opinion, of course, but there is reiteration of the statement, perhaps not as well made anywhere as in this California letter, that "the council believes in the basic principle of placing the farm-labor program under one agency, and, therefore, endorses the provision which places full responsibility for the program on the Agricultural Extension Service."

I do not quite understand where the division of responsibility exists now. That is what I cannot understand, that is, what he is driving at, and I would be obliged to you if you would explain that to the committee.

LOCAL LABOR HANDLED BY EXTENSION SERVICE

Judge JONES. As I understand—and again Colonel Bruton can probably give you more detailed information than I can on that question—when it comes to handling local labor, labor that is available locally, where they exchange work, where they organize students or high-school boys and girls, or where older people go into it, that is all done by the Extension Service and they are familiar with that.

Senator HAYDEN. That is what the \$18,000,000 in this bill is for.

Judge JONES. That is correct. And, it has been an amazing thing to me as to how much has been done by people working overtime and doing extra work; businessmen's clubs which joined in this, and all kinds of organizations. The Boy Scouts have done wonderful work in certain areas. And, it has been very fine. That work has been done and it has been done well under the supervision of the Extension Service.

CENTRAL AUTHORITY NECESSARY FOR HANDLING OF INTERSTATE AND FOREIGN LABOR

Now when it comes to the shifting of labor from one State to another or the handling of foreign labor or moving it from one field to another, it would be pretty tough on the Extension organization to have to say, "Well, if we let this labor go over to another State, when we know that within 3 or 4 weeks we may need it back here. We will get complaints about letting the labor get away." Somebody has to take the difficult job of saying that this labor must go to the harvest fields in North Dakota or must go out into the vegetable-producing areas of eastern Maryland.

Senator TYDINGS. What are the basic changes in the bill?

Senator HAYDEN. The basic changes are these words.

Senator TYDINGS. I mean, are there any material changes.

Judge JONES. The way I am proposing the bill be written makes it practically the same. We have recommended the continuation of practically the same thing. There are one or two little minor changes.

ALL STATE EXTENSION SERVICES DO NOT WANT CONTROL OVER INTERSTATE AND
FOREIGN LABOR

Now, the House passed a bill which changed the whole matter and put the handling of interstate and foreign labor under the Extension Service. Let me tell you another difficulty you would have there. If you turn it over to the Extension Service, it will have to be accepted by every State. Some States may not want it. I do not know what you would do in a case of that kind.

Senator TYDINGS. Would it be feasible to turn it over to the Extension Service subject to direction by your central agency here in Washington?

Judge JONES. I do not know whether we can make a State organization subject to it.

Senator TYDINGS. Well, you have the money. What I was thinking of is if you wanted to take a certain amount of farm labor and send it up into North Dakota, and they did not want to do that, you can do it anyhow.

Judge JONES. You can do it under the present bill. And, I think that is the way it should be done. I think it has worked so well that I hate to make any changes, make any major changes in a situation that has been pretty well handled. That is, the war is going pretty good, and the War Food program operated fairly good last year. We got production.

CONTINUATION OF PRESENT ORGANIZATION RECOMMENDED

Senator TYDINGS. Let me ask you this question to just clear it up in my own mind. If your suggestions are incorporated in the law, is it true that the Extension Service, for domestic, interstate and foreign labor, will have primary control over it subject to your revision, or do you propose with interstate and foreign labor to take it out of the Extension Service exclusively and lodge it elsewhere?

Judge JONES. The authority would remain under Colonel Bruton, as at the present time. They would utilize that authority. I will say this, that the Extension Service has cooperated and that cooperation has grown.

Senator TYDINGS. You would make that change then in this law, to take it away from the Extension Service.

Judge JONES. No; no.

Senator HAYDEN. No; he would leave the law alone.

BASIC CHANGE PROPOSED BY HOUSE

Judge JONES. The House bill takes the whole thing away from the regular set-up and turns it over to the Extension Service. Now, we would just ask that the present method, the one used last year, be continued.

Senator TYDINGS. I get that. That is what I wanted to bring out.

BASIC CHANGE REQUESTED BY WAR FOOD ADMINISTRATION IN MEASURE AS
PASSED BY HOUSE

Judge JONES. The only changes that we are asking in the House bill are such changes as would restore the House bill to the bill of last year, which you gentlemen worked out.

Senator TYDINGS. You have answered my question. That is what I wanted to know.

Senator HOLMAN. May I interrupt you there?

Judge JONES. Yes, sir.

Senator HOLMAN. I merely want to make this observation. All you are doing is to offer changes in the bill which experience has taught you to be expeditious.

Judge JONES. Yes, sir; that is right.

Senator HOLMAN. And which you have found from administration should be made.

Judge JONES. Yes.

Senator McKELLAR. Judge Jones, I want you to apply yourself to this question. Everyone knows that the Farm Extension Service has been one of the greatest services that has ever been instituted by the Congress.

Judge JONES. Exactly.

QUESTION AS TO EXTENT OF CONTROL PROPOSED TO BE LEFT TO STATE
EXTENSION SERVICES

Senator McKELLAR. For the aid of the farmer. I do not think that anybody will dispute that.

Now, what this proposed change would mean would be the taking away of authority from the local Extension Service in each State and putting in absentee authority for the control of this labor, to send it where they saw fit from here in Washington.

Now, the question I want you to discuss, the matter I want you to discuss is this: Is it your position that an officer of the Army here in Washington would know better where labor should be used in the various States than the Farm Extension Service in those States?

Judge JONES. The Extension Service furnishes this information itself. When the Extension Service cannot meet all its farm labor needs within a particular State, then it calls upon the Office of Labor to assist by transporting and furnishing labor from another State or from a foreign country.

They still control it within the State so far as moving it from one county to another. We do ask them to do it so far as the shifting from one county to another is concerned and get the consent of the State extension director for that; but that is within the State.

Senator McKELLAR. I think it could be worked out so as to give you what you want. On the other hand, I have very, very grave doubts about leaving the Farm Extension Service in the various States without any authority whatever.

Judge JONES. This does not do that.

Senator McKELLAR. I think it does that.

PRESENT LAW REQUIRES CONSENT OF COUNTY AGENT TO MOVE FARM
LABORERS OUT OF A COUNTY

CHANGE PROPOSED BY WAR FOOD ADMINISTRATION

Judge JONES. Under the Pace amendment you cannot shift a laborer out of the county without the consent of the county agent. Now, we prefer in this instance to get the consent of the State director so that he can control that within the States and not embarrass these county people by their having to say "You can" or "You cannot move out."

That still is left within the Extension Service, and I do not think anybody around this table or anywhere else has been a greater friend of the Extension Service than I have been.

I think they would find if they took this on that they had taken on a pretty heavy thing that will only last for the duration and might embarrass them in their future operations.

Senator OVERTON. That was the provision in the law last year.

Judge JONES. Yes, sir.

Senator OVERTON. I remember we discussed that on the floor. There was some opposition and some advocates. I was one of those who advocated it. How has it worked out; has it worked out all right?

Judge JONES. It has worked out all right except in some instances. I wish you would ask Colonel Bruton that question. I understand that in some instances the fellow hated to refuse, and yet the county agent was put on the spot; and the only suggestion I understand we made was instead of having the county agent pass on it, to let the State director pass on it.

Senator OVERTON. The thought back of that provision is that the more localized it is, the better it would be. The county agent is in the best position to know whether that labor is needed right on that particular farm in that vicinity, than anybody in Washington.

Judge JONES. That is right.

Senator OVERTON. Or anybody at the State capitol.

Judge JONES. And he controls one county. When it comes to a question between counties, now, he could refuse to let labor cross from one county into an adjoining county where it was very much needed. The State director would get information from both. That is what we prefer rather than leaving it to one county agent.

Senator TYDINGS. You used the expression "State director of Extension."

Judge JONES. Yes.

Senator TYDINGS. You mean in the Extension Service?

Judge JONES. Yes. We would leave it to be completely controlled in the State.

Senator TYDINGS. The interstate labor?

POSITION OF DIRECTORS OF STATE EXTENSION SERVICES

Judge JONES. The intrastate labor. I would like to say this, too, that I had, day before yesterday, a conference with the land-grant college representatives, and I just talked this over with them frankly, and most of them who expressed themselves—in fact all of them ex-

pressed themselves—said that they preferred not to have the entire responsibility of this thing. Now, the Extension Service operates under the land-grant colleges. These representatives were there, and I just laid the problem before them. I said, "I have no pride of position in the thing. I want this job done. What do you think?" They had discussed it some among themselves. I think if you will call the head of that organization you will find that they do not much want to have this change made. I think they prefer to have it continued as we have been going.

Senator HOLMAN. Mr. Chairman, I have a number of letters from the States of Oregon and Washington which I would like to put into the record. They are in support of your contention, Judge.

Judge JONES. Thank you.

Senator McKELLAR. Very well.

(The letters referred to are as follows:)

DUCKWALL BROS., INC.,

Hood River, Oreg., January 8, 1944.

Hon. RUFUS C. HOLMAN,

United States Senate, Washington, D. C.

DEAR SENATOR: We are advised that on December 17, 1943, the House of Representatives passed House Joint Resolution 208 which bill provides for changing the supervision of the administration of the foreign and interstate phases of the agricultural labor program during 1944.

We believe that as a whole the operation of this program under the Office of Labor and the War Food Administration, for 1943 was very satisfactory. In the Northwest, Mexican labor was provided to assist in orchard operations including thinning, cherry and apple harvest, and in a smaller way general farm work. This labor program and the help secured from Mexican laborers, we believe, was the means of actually saving a considerable part of the fruit crops grown in the Pacific Northwest. This particular district would never have finished the thinning of apples and pears, the harvesting of cherries, and the later harvesting of pears and apples without the assistance of Mexican labor provided through the Office of Labor in the War Food Administration.

With a year's generally successful program completed and the experience gained in the administration of this work, we believe the work should be handled this year through the organization which was developed last season, and we trust that you will support the program such as provided in House Joint Resolution 205 instead of concurring in House Joint Resolution 208 already passed by the House.

Inasmuch as it is necessary to make contracts with foreign governments at once, and these contracts can be made without delay through the machinery which operated last year, we trust that you will support energetically the continuance of the program which has operated effectively during the last year, authorizing the interstate and foreign phases of the work to be performed through the Office of Labor in the War Food Administration, which would further authorize the States to carry on those activities which can be handled by them to the best advantage.

Trusting that you may be able to give your valued support in this matter which should be authorized at an early date, with kind regards, we are,

Yours very truly,

DUCKWALL BROS., INC.,
JOHN C. DUCKWALL.

AMERICAN FRUIT GROWERS, INC.,
Hood River, Oreg., January 7, 1944.

Hon. RUFUS C. HOLMAN,

United States Senate, Washington, D. C.

DEAR SENATOR HOLMAN: On December 17, 1943, the House of Representatives passed House Joint Resolution 208. This bill contemplates changing the supervision of supply and distribution of farm labor for the calendar year 1944, as against its handling in 1943.

Our organization and our growers in Hood River Valley strongly favor continuing the Office of Labor in the War Food Administration as the proper agency for the administration of the foreign and interstate phases of the agricultural labor program during 1944. We and our growers take this position because we have found this agency apparently anxious to give the best possible service in the handling of the Mexican labor during the past season. Also, this past season's experience in the handling of this Mexican labor should make this agency better fitted to handle the same problem in 1944 than to turn it over to a new department.

We would like to bring out at this point the fact that if it hadn't been for this Mexican labor during the past season, we doubt very much if our district would have been able to harvest more than 50 percent of its crop as there was not sufficient American labor to anywhere near fill our needs, this in spite of the fact that our valley only produced 25 percent of a pear crop and 65 percent of an apple crop. This year we should have a normal production, which makes it more important than ever that this Mexican labor be available to us and handled with the same efficiency that it was this past season. We have no reason to believe that we will have any better supply of American labor during 1944 than we had in 1943.

Therefore, we urge that you consider the adoption of a program similar to the one provided in House Joint Resolution 205, which would provide for the continuance of a program which operated effectively last year by authorizing the interstate and foreign phases of the work to be performed by the War Food Administration and would further authorize the States to carry on those activities which may be most advantageously handled by them.

Very truly yours,

AMERICAN FRUIT GROWERS, INC.,
HOOD RIVER DIVISION,
E. R. Pooley, Manager.

HILLSBORO, OREG., Dec. 18, 1943.

Senator RUFUS HOLMAN,
Senate Office Building:

We understand amendment to Senate farm labor bill, No. 205, transferring the transportation, maintenance, and housing of Mexican agricultural laborers from jurisdiction of Farm Security Administration to the Extension Service now in committee. We definitely of opinion this jurisdiction should remain with Farm Security Administration since their handling this past season has been entirely satisfactory. Therefore will appreciate your contacting on our behalf Congressman Coffey, of Washington, Dworshak, of Idaho, whom we understand serving on this committee, presenting to them our views on the matter.

ARTHUR L. REILING
(For B. E. Maling, Inc., and Ray Maling),
Division of General Foods Corporation.

HOOD RIVER, OREG.

DEAR SENATOR HOLMAN: As you know the War Food Administration Office of Labor had full charge of the farm labor camps during 1943. They had complete charge of the Mexican help that was brought in from Mexico to help save the crops in the United States. They have their organization set up and have gone through the first year's experience of handling all farm labor camps; also have the knowledge how to handle the Mexican help and I, like everyone else, feel that the War Food Administration Office of Labor did a swell job of it last year and no doubt can and will do a much better job this year for they have the personnel and are organized to handle it the best of any organization available.

The farmers certainly owe the War Food Administration a world of thanks for helping to save our crop. There are two bills coming up to be voted on and I sincerely hope, Senator, that you will give your full support to bill No. 205 which places this operation for 1944 back into the same department as last year. Please do all you can to gain votes to support bill No. 205. Bill No. 208 will place this important set-up into an inexperienced department which I think is very poor business, especially during times like we have now when we just cannot afford to take such a chance.

Your full cooperation and immediate attention will be greatly appreciated by getting this bill No. 205 passed.

Thanking you.

Yours truly,

VICTOR W. THOMSEN.

APPLE GROWERS ASSOCIATION, INC.,
Hood River, Oreg., December 31, 1943.

Hon. RUFUS C. HOLMAN,
United States Senate, Washington, D. C.

DEAR SENATOR: The fruit growers in the Hood River Valley strongly favor continuing the Office of Labor in the War Food Administration as the proper agency for the administration of the foreign and interstate phases of the agricultural labor program during 1944.

They take this position because they have found this agency apparently anxious to give the best possible service in the handling of the Mexican labor deal during the past season. To be sure some mistakes have been made but an honest endeavor has been made to correct the mistakes and our growers believe that it would be very unwise to turn this work over to the Extension Service, thus losing much of the valuable experience gained by the Office of Labor in the War Food Administration last year.

Therefore, we urge that you consider the adoption of a program similar to the one provided in House Joint Resolution 205, which would provide for the continuance of a program which operated effectively last year by authorizing the interstate and foreign phases of the work to be performed directly by the War Food Administration, and would further authorize the States to carry on those activities which may be most advantageously handled by them.

Sincerely yours,

APPLE GROWERS ASSOCIATION,
J. E. KLAHEE, *General Manager.*

SEATTLE, WASH., January 4, 1944.

Senator RUFUS HOLMAN,
Washington, D. C.:

We urge you strongly to use all your influence to see that House Joint Resolution 205, leaving the importation of foreign labor, housing, and interstate transportation in the hands of the War Food Administration, Office of Labor, which was defeated in the House, be revived by the Senate, and House Joint Resolution 208, abolishing War Food Administration, Office of Labor, be defeated. House Joint Resolution 208 we strongly feel is backward step placing this vital program under agency which has no organizational set-up and no background of experience, especially in housing, and by providing for administration program on a State basis would make difficult harvesting emergency crops where labor must be sent across State lines. War Food Administration, Office of Labor, has outstanding record of accomplishment in this field and to scrap it at this crucial time would be real blow to food and victory program. Strongly urge that 208 be scrapped in Subcommittee on Deficiency Appropriations and substitute modeled on House Joint Resolution 205 be passed. Anxious to hear from you on this vital matter.

WILLIAM J. PENNOCK,
Executive Secretary, Old Age Pension Union.

FREEWATER, OREG., January 5, 1944.

Senator RUFUS HOFFMAN,
Senate Office Building, Washington, D. C.:

Reference House Joint Resolution 208, it is our opinion that it would be a very serious mistake to transfer the control of imported farm laborers from the War Food Administration Agricultural Committee to the Extension Service. This is true, first, because we believe the War Food Administration did a fine job last year under the conditions they worked and that they secured much valuable experience for handling the job another year; second, that the Extension Service would be handicapped not only from the lack of experience but from the fact that their set-up is on a State basis instead of a regional basis.

We have talked with quite a few growers as well as four or five other canners and shippers who help their growers with their labor problems and without exception people we have talked to feel that the War Food Administration Agricultural Committee would do a better job than the Extension Service would.

F. GILBERT LAMB,
F. G. LAMB & Co.

Senator RUFUS HOLMAN,
Washington, D. C.:

SALEM, OREG., January 6, 1944.

We understand consideration importation Mexican nationals for harvesting 1944 crops now up for consideration. We used 10 this past season for harvesting prune crop with satisfactory results. Hope you will support similar program this year.

W. G. ALLEN,
ALLEN FRUIT CO., INC.

SKAGIT COUNTY PEA GROWERS ASSOCIATION,
Mount Vernon, Wash., January 4, 1944.

The Honorable RUFUS HOLMAN,
United States Senate, Washington, D. C.

DEAR SIR: We understand that bill House Joint Resolution 205 in connection with the imported farm labor program was defeated by the House of Representatives and a substitution, House Joint Resolution 203, has been approved and will be considered by the Senate in the next 2 weeks. We are quite interested in this problem having used some 500 imported laborers in 1943.

We understand that the bill approved by the House takes from the Office of Labor, War Food Administration, responsibility for the housing and transporting of imported agricultural labor. We do not think it is practical nor does it make sense to dispose of an agency whose administration and operation in 1943 was satisfactory. They handled housing and transportation to everyone's satisfaction and this we know from experience is an important factor in the entire program.

The Office of Labor has the personnel and organization to do the same good job they did in 1943, and we will appreciate the defeat of House Joint Resolution 203 and the approval of House Joint Resolution 205, which will give them this responsibility.

Yours truly,

SKAGIT COUNTY PEA GROWERS ASSOCIATION,
By HAROLD PIERSON.

The Honorable RUFUS HOLMAN,
The United States Senate, Washington, D. C.

S. A. MOFFETT CO.,
Mount Vernon, Wash., January 6, 1944.

DEAR SIR: We understand that House Joint Resolution 208 in connection with the imported-farm-labor program has been substituted by House Joint Resolution 205, which has now been approved by the House of Representatives and will be considered by the Senate in the next few days. We are interested in this as we used imported laborers in 1943 and hope to do so in 1944.

It is our understanding that the bill now approved by the House excludes the Office of Labor, War Food Administration, from responsibility for the housing and transporting of the labor. This does not seem practical nor does it seem wise to dispose of an agency whose administration and operation in 1943 was very good. They handled this problem to everyone's satisfaction, which is very important to the entire program, we know from experience.

The Office of Labor has the personnel and organization to handle the job as well as they did in 1943 and we would appreciate the defeat of House Joint Resolution 208 and approval of House Joint Resolution 205, which will leave the responsibility with the same organization.

Very truly yours,

S. A. MOFFETT CO.,
By R. W. DAY, Manager.

Hon. RUFUS HOLMAN,
United States Senate, Washington, D. C.

BOZEMAN CANNING CO.,
Mount Vernon, Wash., January 6, 1944.

DEAR SENATOR HOLMAN: We understand that the House of Representatives passed House Joint Resolution 208, making an appropriation to assist in pro-

viding a supply and distribution of farm labor for the calendar year 1944. We understand further, that this legislation will receive consideration from the Senate in the next week.

We have a copy of the bill approved by the House; namely, House Joint Resolution 208, which takes from the Office of Labor, War Food Administration, responsibility for the housing and transportation of imported agricultural labor. We used, in 1943, approximately 400 imported Mexican laborers in harvesting our crops and we know that the Office of Labor, War Food Administration, handled their part of last year's program very satisfactorily. We cannot see why, after a successful operation in 1943, they should be relieved of this responsibility. Housing and transportation is an important factor in the entire program and with their present organization, personnel, and experience, they certainly should be able to carry on in a satisfactory manner where a new agency with this responsibility would be feeling their way.

We understand that another bill covering this program; namely, House Joint Resolution 205, was considered by the House, which bill gave the Office of Labor the same part in the program they had in 1943. We shall certainly appreciate your efforts to substitute House Joint Resolution 205 for House Joint Resolution 208 when the matter is considered by the Senate.

Yours very truly,

BOZEMAN CANNING Co.,
E. J. WATSON.

JANUARY 6, 1943.

Hon. RUFUS HOLMAN,

United States Senate, Washington, D. C.

DEAR SENATOR HOLMAN: In 1943 the Skagit Farm Labor Committee contracted with the War Food Administration for approximately 750 imported Mexican laborers to assist the growers of Skagit County in harvesting crops. Our program and contract was very successful and we feel sure that not more than 10 percent of this county's crops would have been harvested without this assistance. We are very interested in the 1944 program for imported agricultural labor, and feel that the need of this labor will be even greater than the need in 1943.

We understand that the House of Representatives passed a bill in connection with this program, namely House Joint Resolution 208, giving the Extension Service full responsibility for the program. This bill, as we understand it, relieves the Office of Labor, War Food Administration, of their responsibility for the housing and transportation of these workers, in the 1944 program. Having had experience in this program, we know that the Office of Labor, Food Administration, handled their part of the program in 1943 very satisfactorily. It does not make sense to relieve this organization of their responsibilities in the 1944 program since they have the organization, personnel, and experience to fulfill their part in the program. A new agency certainly could not be expected to do the kind of a good job that we now expect of the Office of Labor.

We understand that another bill, House Joint Resolution 205, has been presented and was given consideration by the House. This bill gives the Office of Labor, War Food Administration, the same responsibility in the program that they had in 1943. We will appreciate your efforts to substitute this bill for the bill passed by the House, namely House Joint Resolution 208 and we feel that the program will benefit greatly thereby.

Yours very truly,

THE SKAGIT COUNTY FARM LABOR COMMITTEE,
G. J. WATSON.

Judge JONES. Now, if there are no further questions, these gentlemen can furnish you all of the details.

HANDLING OF INTERSTATE AND FOREIGN LABOR BY EXTENSION SERVICES SUBJECT TO CONTROL BY WAR FOOD ADMINISTRATION

Senator TYDINGS. I have one question more which is somewhat repetitious. Would it be feasible in interstate and foreign labor to leave that matter up to the Extension Service, with final say-so from Washington, where one State was out of line with another in the general labor needs?

Judge JONES. That, of course, might possibly be worked out. I think that would be less desirable than the method we have been using.

Senator TYDINGS. You think it would be more desirable than the new method?

Judge JONES. Yes.

(A discussion followed off the record.)

NEED FOR CENTRAL CONTROL

Senator OVERTON. It seems to me it would be very complicated if the local extension service undertook to deal with the problem of inducting labor. It looks to me as though you would have to have some central and controlling authority.

Senator RUSSELL. I think it would be utterly impossible unless you had.

Senator OVERTON. You would have to have 48 different extension services trying to handle your problem. It seems to me it ought to be handled by some central authority.

Senator RUSSELL. I agree with you wholly, particularly since the Federal Government is putting up all this money and turning half of it over to the States. When you come to handling this farm labor with 48 different States, each one with a different policy, different rules, different types of men and different crops, you will have unspeakable confusion.

Mr. JONES. I think so.

Where there is a period of lull in the use of these people, the Federal Government has to pay this guarantee to labor, 75 percent of the time. The State extension directors will say, "We need these people in 3 weeks. The Federal Government is paying three-quarters time for the 3 weeks. Therefore, we will just keep them here and not send them to the neighboring state." So in handling labor across State lines and particularly that imported from a foreign country you have to have some central authority.

HOW FARM LABORERS ARE INDUCED TO GO TO OTHER STATES

Senator THOMAS. Under the Constitution Congress finds itself unable to force men to work. There is a direct prohibition against it. As I understand, there are only two ways in which you can force a man to work; one, is to put him in prison and make them work under a penalty. Second, we can draft men and put them in the armed service and then select men who may show promise of being able to work and put them in labor battalions and make them work as soldiers. So far as I know they are the only two ways by which you can make men work under the Constitution. I would like to know what influences you use to get men to leave my State, for instance, and go to Oregon.

Mr. JONES. As I understand, it is a purely voluntary thing. You tell them what the need is and they are recruited on a voluntary basis. In getting local labor—and if there has been any exception to that, I don't know of it—they do it purely on a voluntary basis. The Government does not force anybody to go anywhere.

Senator THOMAS. And there are no efforts used, or no influences used that might not be approved in some quarters to get them to leave one place and go to another?

Mr. JONES. That is right. It is only a question of voluntary inducting. Of course, in several instances we have used war prisoners. In one instance, in North Dakota, the Army helped us, and I think, even in the handling of the Army, they asked the boys to volunteer. I don't think they just directed them to do the work.

Senator TYDINGS. In Maryland they use the Army and Navy frequently, and it is all voluntary.

Senator THOMAS. There is no other way, is there?

Mr. JONES. I don't know of any practical way for us to handle it other than this.

Mr. OVERTON. I want to make an observation for the record that if it had not been for war prisoners we would have lost a great deal of sugarcane, probably.

Senator MCKELLAR. If there are no more questions, we are much obliged to you, Mr. Jones.

STATEMENTS OF COL. PHILIP G. BRUTON, DIRECTOR OF LABOR, AND HENRY G. HERRELL, EXECUTIVE OFFICER, OFFICE OF LABOR

Senator HAYDEN. Colonel, just for the record; it is somewhat unusual for an Army officer to be engaged in the work in which you are engaged, and I think the committee would like to know how you came to be on your job.

Colonel BRUTON. Briefly, Senator, I was on the construction of the North Atlantic bases for over 2 years, going up there with the initial party in 1940. I returned the first part of April 1943. Just at that time the Secretary of Agriculture had requested the Secretary of War to detail an officer from the Corps of Engineers to assist in the handling of foreign labor, transportation, operation of camps, feeding, and so forth. I have been on duty with the War Food Administration since that time.

NUMBER OF FOREIGN LABORERS BROUGHT IN

Senator HAYDEN. The committee, I think, if you have some figures, would be interested in knowing just what you have done since you took over this thing. Let us take the foreign labor first.

How many Mexicans have been imported into the United States to engage in agricultural work?

Colonel BRUTON. During the past calendar year there have been imported approximately 52,600 Mexicans, 8,800 Jamaicans, and 4,800 Bahamans.

WAGES EARNED BY IMPORTED LABOR

Senator HAYDEN. Have you any idea about the wages they have earned since they have been here?

Colonel BRUTON. No; I did, however, get an approximation because we wanted to make a rough comparison between the Jamaicans and the Bahamans. The Bahamans had earned 42 or 43 cents an hour, the Jamaicans had earned approximately 52 cents an hour. I do not have the figures on the Mexicans.

Senator HAYDEN. You don't know the gross sums of money they have been paid in wages?

Colonel BRUTON. I do not have that information with me but will be glad to furnish it for the record.

Senator HAYDEN. I think it would be interesting if you could put a tabulation in the record of the amount of wages they have received. (The statement referred to follows:)

Approximate wages earned up to December 31 by the Mexicans, \$20,000,000; by the Jamaicans, \$4,600,000; by the Bahamans, \$1,800,000.

WAGE WITHHOLDING

The next question I want to ask is Do all these labor agreements require that a part of the wage be retained and not paid to the man until he goes home?

Colonel BRUTON. It is retained, but it is forwarded to his government for him.

Senator HAYDEN. The idea being that if a Mexican or a Bahaman or a Jamaican comes to the United States and works on a farm, he gets the going rate of wages, but a part of that is not actually paid to him.

Colonel BRUTON. That is right.

Senator HAYDEN. What is the percentage that is withheld from the wages of the Mexicans?

Colonel BRUTON. Ten percent.

Senator HAYDEN. Ten percent is withheld from his wages and is sent back to Mexico?

Colonel BRUTON. That is correct.

Senator HAYDEN. So that when he goes back home he gets that 10 percent; and if he doesn't go back home, of course he doesn't get it?

Colonel BRUTON. That is right. But of course all of the Mexicans are transported back to Mexico when their contracts have been completed.

Senator HAYDEN. What is the arrangement as to the Jamaicans and the Bahamans?

Colonel BRUTON. From the Jamaican's wages, \$1 a day is deducted.

Senator HAYDEN. \$1 a day is sent back home?

Colonel BRUTON. \$1 a day is retained from their wages.

PAYMENT OF PREVAILING WAGE

Senator McKELLAR. What kind of wages do these people get?

Colonel BRUTON. The prevailing rates.

Senator McKELLAR. What will that be on a farm?

Colonel BRUTON. It will average 40, 50, 60 cents an hour or higher depending on the area. In California it is around 65 cents. In the East it has been lower.

NUMBER OF FARM LABORERS MOVED IN INTERSTATE MOVEMENT OF LABOR

Senator HAYDEN. Now about the movement from one State to another; how many people have been moved from one State to another to meet agricultural emergencies?

Colonel BRUTON. For the period September 1, 1942, to October 31, 1943, 20,234 interstate seasonal workers and 5,058 year-around workers were transported between States.

Senator HAYDEN. Do you mean to say that more people have been brought into the United States in agriculture than have been moved from one State to another?

Colonel BRUTON. At Government expense; yes, sir. These are the people moved under this program. There is considerably more foreign labor brought in than there is domestic labor moved between the States at Government expense.

HANDLING OF LABOR

Senator HAYDEN. When this labor comes here from a foreign country and goes to a State, or goes from one State to another State, what happens to it? Who handles it from then on?

Colonel BRUTON. This labor is brought in as a result of the certification by the directors of the extension services of the various States that the need therefor exists. The State extension service makes a certification as to the number of laborers needed from without the State, and the period for which that need exists, the type of crop, and what the prevailing rates will be. If that need can only be partially met by movement from another State, then the only other source is foreign labor. When the workers are assigned to growers contracts are made with the growers, or the growers' associations, in accordance with the certification of the extension service, and the foreign labor is delivered to the growers or the growers' associations in accordance with the contract that has been entered into.

FUNCTION OF STATE EXTENSION SERVICES IN PROGRAM

Senator HAYDEN. What it amounts to, is that in determining who shall get labor within a State, how much is needed and where it shall go, that original arrangement is all made by the State extension services?

Colonel BRUTON. That originates with the State extension services.

Senator HAYDEN. They find the problem and submit it to you, and you try to meet it as best you can?

Colonel BRUTON. That is right. M. C. Wilson, Deputy Director of the Federal Extension Service, who heads up the farm-labor activities for the Extension Service, is an integral part of my staff under the existing arrangement.

QUESTION AS TO DIVIDED AUTHORITY IN HANDLING OF PROGRAM

Senator HAYDEN. I am trying to find out where this divided authority is. There seems to be an impression that if the bill is changed, so that the money instead of being appropriated to the Administrator is appropriated to the Washington office of the Extension Service, that is to say, to the head of the Extension Service here in Washington, who would then have the disposition of the money—

Senator McKELLAR. Would that be true under this bill?

Senator HAYDEN. Yes; he would have the disposition of the money. I want to know how doing that does away with the divided authority.

Colonel BRUTON. Well, you would have, then, the Federal Extension Service, which would be a Federal organization, that would be handling the foreign labor problem as a service to the States, instead of the Office of Labor. I think, basically, you still have two organizations in this picture. You have the State organizations that must work out the problems in the local areas to the best of their ability, and you have to have the Federal organization to supplement and assist in meeting those needs when they can't do it within the States.

Senator HAYDEN. It would seem to me, then, that you cannot get away from this so-called divided authority under that very statement. If the money were appropriated to the head of the Extension Service here, he would have to have somebody to go to Mexico or Jamaica. He couldn't go down there and do it himself. He would have to have somebody to make the arrangements within the States. It doesn't strike me, as a practical matter, that the change would benefit anybody.

Colonel BRUTON. The committee may desire to discuss this with Mr. M. C. Wilson but, undoubtedly, he would have to increase his present organization in order to handle the problem.

Senator HAYDEN. Either that, or take over what now exists. I don't know just how it makes any difference.

Colonel BRUTON. The existing personnel, naturally, would be available, just like any other personnel that may from time to time be transferred from one Government agency to another.

NUMBER OF EMPLOYEES IN AND OUT OF WASHINGTON

Senator McKELLAR. What is the extent of your organization here in Washington?

Colonel BRUTON. We have about 109 people in the Office of Labor.

Senator McKELLAR. You have 109 people here in Washington?

Colonel BRUTON. Yes.

Senator McKELLAR. And how many in the various States?

Colonel BRUTON. There were 1,364 Federal field employees as of December 31. That includes 43 on part-time basis.

Senator McKELLAR. I wish you would file a list of them and their various duties.

Colonel BRUTON. There are statements pertaining to personnel in the House hearings, on pages 192 and 195.

Senator McKELLAR. Then there is no use to repeat it.

Colonel BRUTON. Under existing legislation, that is, Public Law 45 that we worked under last year, the Administrator has full authority to use any agency of Agriculture. He set up this organization in the way that he felt would function most efficiently. Under Public Law 45, and under the legislation he has recommended, he has full authority to do just exactly what has been proposed in the bill that was passed by the House. The present law gives him a free hand to handle it in whatever way he considers most efficient. In other words, he could, under the present law, operate entirely through the Extension Service if he thought it would be more efficient.

NUMBER OF STATES IN WHICH FOREIGN AND INTERSTATE OPERATIONS ARE CARRIED ON

Senator McKELLAR. How many States did you operate in last year?

Colonel BRUTON. I assume you have reference to the foreign and interstate activity. A complete list of those transported to the various States of employment is shown on pages 55 and 56 of the House hearings. It concerned 41 States.

Senator McKELLAR. All through applications from the extension services in those States?

Colonel BRUTON. All to meet needs that the various State extension services could not meet within the States, based upon their certifications as to needs, and in cooperation with the growers with whom contracts were made.

IMPORTATION OF LABOR FOR OTHER THAN FARM LABOR

Senator HAYDEN. One other question: There has been a considerable importation of foreign labor through money allotted by the President to the War Manpower Commission, such as, men to work on railroads and in industrial enterprises. About how many men have been brought in on that basis?

Colonel BRUTON. It seems to me that the last report I saw showed around 15,000 were recruited in Mexico and transported for work on the Southern Pacific and Santa Fe Railroads.

Mr. MOTLEY (representative of War Manpower Commission). There were 22,000 up to January 1.

COOPERATION BETWEEN AGENCIES

Senator HAYDEN. I want to get the coordination, your contact with the foreign government. You don't have two agencies working at cross purposes. Do you have complete coordination in this work so that one does not get in the other's way?

Colonel BRUTON. The arrangements were made by the State Department with the Government of Mexico for the agricultural workers and for the railroad workers. The Office of Labor came into the picture for the recruitment in Mexico City at the request of the War Manpower Commission. Our recruiting organization down there, working with the Public Health Service and the Immigration Service, have been doing the recruiting for the War Manpower Commission in accordance with their agreements with the railroads.

Senator HAYDEN. That is only one organization; there is no divided authority there.

Colonel BRUTON. It has been perfectly satisfactory from our standpoint and I have heard of no dissatisfaction on the part of the Manpower Commission.

Senator HAYDEN. I wanted to develop that.

CONSTRUING OF "VEGETABLES" TO INCLUDE "SUGAR BEETS"

PROPOSED AMENDMENT

Senator HOLMAN. May I call the attention of the committee to a communication addressed to the chairman, of which a copy was sent me by Senator Thomas of Idaho? It reads:

UNITED STATES SENATE,
January 13, 1944.

Senator KENNETH MCKELLAR,
Chairman, Senate Appropriations Committee,
Senate Office Building, Washington, D. C.

DEAR MR. CHAIRMAN: In connection with the Appropriations Committee hearings on House Joint Resolution 208, I am requesting that the War Food Administration witnesses be questioned for the record as to whether or not "vegetables" under section 5, paragraph h of the resolution will be construed by the War Food Administration to include sugar beets.

Department of Agriculture scientists assure me that, botanically speaking, sugar beets are classified as a vegetable. This is also the definition in Webster's Dictionary.

But, for the guidance of lawyers possibly unfamiliar with the sugar beet, I think it would be best that the intent of the committee as to application of the term to sugar beets be included in the record.

Should it develop that this crop is not to be included, then I would strongly urge an appropriate amendment.

Sincerely yours,

JOHN THOMAS,
United States Senator (Idaho).

PROPOSED AMENDMENT

So that there be no doubt about it, I move that on line 17, of page 12, after the words "vegetables" the three words be written in, "including sugar beets."

Senator OVERTON. Would you include sugarcane, too?

Senator HOLMAN. Just as you say. Do you think that should go in?

USE OF WORDS "AGRICULTURAL PRODUCTS"

Senator OVERTON. I think the amendment suggested as one that possibly meets the approval of Judge Jones would cover what you have in mind; that is, strike out "fruits and vegetables" and insert "agricultural products."

EMERGENCY USE OF FARM LABOR IN PROCESSING FOODS

Colonel BRUTON. If I may, Senator, I might clarify just what was in back of that, the intention in connection with the language proposed in the budget estimate. In the past season there were many times when growers or the associations of growers to which these workers had been assigned not only were producing the crop, but also were canning it. This was particularly true in the tomato harvest. The field labor was ample to handle the production and harvesting phases of the crop, but the labor for canning it was so short that tomatoes were just piling up. The War Manpower Commission was doing everything it possibly could to fill these peak demands. In some instances even troops were called upon. As you know, Public Law 45 only relates to "agricultural labor." But these organizations that had contract with the War Food Administration for this foreign labor in the emergency shifted some of it from the field to the cannery to take care of that peak demand. This was done with the permission of organized labor, where they were organized. Even if the proposal which would permit the Administrator to use these workers in the plants is approved there is no money included in the budget estimate for the recruitment, transportation, housing, or furnishing other services to any such workers. It would have to be purely

incidental. There is no intent of assuming any responsibility for that labor which is not within the definition of "agricultural labor." The proposed language was intended entirely as "permissive" and it would be used only in cases of emergency.

INADEQUATE LABOR FOR PROCESSING OF SUGARCANE

Senator OVERTON. Take sugarcane, for instance. After it is harvested and put in the mill, it will sour unless processed.

Colonel BRUTON. That is correct.

Senator OVERTON. There was inadequate labor in the sugarcane area to process it and they had a great deal of trouble. That cane has to be processed or it will sour. That represents a very serious situation, because sugar is certainly a very essential product to this war.

Senator McKELLAR. Are there any further questions, gentlemen?

Senator OVERTON. I would like to get his final conclusion on that question, whether he has any objection.

LANGUAGE REQUESTED IS PERMISSIVE AND FOREIGN LABOR WOULD NOT BE IMPORTED TO PROCESS AGRICULTURAL PRODUCTS

Colonel BRUTON. There would be no objection, I am sure. The judge has indicated that. I was just giving the background to show what he had in mind. It is not proposed to import labor for this purpose, but when it is agreed by all interested parties that these peaks must be taken care of this language would permit workers to be furnished under this act.

DELETION OF WORDS "OR SEASONAL FRUITS AND VEGETABLES" AND INSERTION OF "AGRICULTURAL PRODUCTS"

Senator HOLMAN. At the proper time are you going to move the amendment you suggested? That would be acceptable to me.

Senator OVERTON. Yes, I will do that. I move that on page 12, line 16, we strike out the words "or seasonal fruits and vegetables" and insert the words "agricultural products."

NEED FOR ADDITIONAL FUNDS IN 1944

Senator HAYDEN. One other question. This letter I have from California expresses grave doubt as to whether enough labor to meet the situation next year could be obtained for the amount of money carried in the bill, the idea being that the demand for food will be even greater than it was before and, on the other hand, the demand for labor taking men away from the farms will be as great and therefore they will need this help. I want to ask about that. I notice, without changing the total of the bill, Judge Jones has suggested a larger sum be made available to the States. He suggests the \$17,500,000 on page 2 be increased to \$18,500,000. That is the recommendation?

Colonel BRUTON. Yes, sir; but the over-all was increased, Senator.

Senator HAYDEN. I understand. Inside the Budget estimate, however.

Colonel BRUTON. The \$18,500,000 was contained in the Budget estimate as revised by the letter from the War Food Administrator to the chairman of the House Appropriations Committee as shown on page 185 of the House hearings.

BUDGET ESTIMATE REQUESTED

Senator HAYDEN. What the judge has recommended is that the full Budget estimate be restored in each instance?

Colonel BRUTON. Yes, sir.

QUESTION AS TO ADEQUACY OF BUDGET ESTIMATE

Senator HAYDEN. Californians are of the opinion that even that is not enough. What is your opinion about next year?

Colonel BRUTON. In my opinion it is more than probable that more funds will be needed. But if we find that it is not enough and the situation becomes so serious in manpower, we would certainly like to have the privilege of coming back and asking for more. We are sure that it will meet the major portion of the problem.

Senator HAYDEN. So you are advocating a restoration of the Budget estimate?

Colonel BRUTON. Yes, sir.

Senator McKELLAR. Are you going to lose any crops this year?

Colonel BRUTON. Our plans are intended to prevent loss.

PROVISIONS MADE IN RESOLUTION FOR ADMINISTRATIVE EXPENSES IN
DISTRICT OF COLUMBIA

Senator OVERTON. I direct your attention to page 4, line 6 to line 11, where \$200,000 would be available for administrative expenses in the District of Columbia. Then I direct also your attention to page 4, line 25, and going on to page 6, where it says that not more than \$200,000 shall be available for obligations incurred during the year 1944 for administrative expenses, and so forth. Is it intended that this \$200,000 mentioned in subsection (c), page 5, is in addition to the \$200,000 mentioned in section 3?

Colonel BRUTON. I will ask Mr. Herrell, who has studied this from a legal standpoint, to answer that.

Senator OVERTON. I understand it is, but it is not very clear.

Mr. HERRELL. Senator, this is one of the changes that was made in the House. The language is not clear, because under section 3 (a), the first section to which you referred, it says:

the funds appropriated by section 1 and not apportioned by the Administrator,
* * * shall be allotted by the administrator to the Office of Extension * * *.

This could be interpreted to mean that all the money that was not apportioned to the State would be allotted to the Extension Service, and that, of course, would not make it possible to allot the \$200,000 for the administrative expense item referred to in section 3 (c), page 5, under the language contained in the bill as passed by the House the intention is not clear. Among other changes recommended by Judge Jones there are two in the marked copy of the bill which you have there that relate to this item of administrative expense.

Senator HAYDEN. He wanted to make it 2 percent.

Mr. HERRELL. Yes. That is in accordance with existing provisions of Public Law 45.

SUGGESTED AMENDMENT TO LANGUAGE PROVIDING FOR ADMINISTRATIVE
EXPENSES

Senator OVERTON. I think that would be all right, but if we retain that \$200,000 in subsection (c) we ought to say in addition to the \$200,000 limitation in section 3 (a).

Mr. HERRELL. That is correct.

Senator OVERTON. But 2 percent would be all right.

Senator McKELLAR. How many employees have you here?

Mr. HERRELL. We had 109 as of December 31 in the Office of Labor. There are also employees paid from the administrative expense item in other offices of the War Food Administration. There are some in the Federal Extension Service, some in the office of the solicitor, and other offices.

PROPOSED INCREASE IN NUMBER OF EMPLOYEES IN DISTRICT OF COLUMBIA

Senator McKELLAR. How many employees do you propose to add in the District of Columbia?

Mr. HERRELL. There are some tables in the House hearings that show a comparison between 1943 and 1944, Senator. They are——

Senator McKELLAR. Do you mind stating it?

Mr. HERRELL. We are assuming that during the calendar year 1944, on the basis of the original Budget estimate, that 191 positions, or 172 man-years of employment in the departmental service will be required as compared to 162 positions filled as of December 31.

Senator McKELLAR. You said you had 109 employees, and this provides for 191, which is nearly double.

Mr. HERRELL. We have 102 in the Office of Labor. In addition to that——

PERSONNEL OF OFFICE OF LABOR, WAR FOOD ADMINISTRATION

Senator McKELLAR. How many do you propose to add in the Office of Labor?

Mr. HERRELL. In the Office of Labor, in the departmental service, there were 109 personnel employed as of December 31, and the Budget makes provision for 139 man-years for 1941. The increase is incident to two things; one, increased activity in the whole program, and the fact that we are not current with our present work.

RELATION BETWEEN NUMBER OF FARM LABORERS AND ADMINISTRATIVE
PERSONNEL

Senator HOLMAN. What is the relation between the number of workers handled under the act and the number of administrative clerks and officials? What is the ratio?

Mr. HERRELL. It is difficult to present that, Senator. There are so many different types of services rendered to the workers, when the program as a whole is considered. It ranges all the way from the placement service rendered at the local level where a worker may come into an office and be referred to a farmer needing help to sending to a foreign country, recruiting and contracting with workers, transporting them from such areas to this country and then furnishing trans-

portation, housing, feeding, medical, and other services to them while here working with growers to whom they are assigned to insure compliance with the international agreements, and so on. The number of "workers handled" may mean different things, depending on the desired use.

Senator HOLMAN. No. But do you know how many came into the country? What is the over-all pool of workers you are handling and how many people does it take to handle them?

Mr. HERRELL. Approximately 70,000 foreign workers, and approximately 25,000 interstate workers were transported under this program, making a total of some 95,000 interstate and foreign workers. And the total number of positions, including administrative and operating employees—

Senator HOLMAN. In all branches and categories, please.

Mr. HERRELL. On the Federal side, is estimated to be approximately 2,000. In addition to that there is of course the State personnel that handle the intra-State aspects of the program and are paid from funds allotted to the States under this act. But the estimate provides for approximately 2,000 positions for employment.

Senator HOLMAN. About 2,000? That means there is about 2 percent as many people directing the work as there are people doing the work, is that right?

Mr. HERRELL. That is correct.

LABOR SUPPLY CENTERS

TEXT OF PROPOSED AMENDMENT

Senator HAYDEN. There is one other item I notice, Colonel, you have recommended here, and that is the change at the top of page 5:

Lease, repair, alteration, and operation of labor supply centers and other necessary facilities and services, including the relocation, purchase, or construction of labor supply centers and other necessary services and facilities.

Was that language included in the Budget estimate?

Colonel BRUTON. Yes, sir. I might say the only variance between that and Public Law 45 is that it includes relocation, purchase, or construction, which Public Law 45 did not include.

NEED FOR LANGUAGE REQUESTED

Senator HAYDEN. What is the necessity for that?

Colonel BRUTON. I would like to call your attention to the rather complete statement in the House hearings on this need for additional construction. One statement begins on the bottom of page 139, the other at the bottom of page 141. To meet the labor problems this year we need more camps. We acquired some C. C. C. camps, which under the interpretation of Public Law 45 we could not move. We would like to move those to where we can get the fullest utilization. Some of them are too far from agricultural areas.

Senator OVERTON. My recollection is that in the law we passed last year we did authorize relocation but not new construction.

Colonel BRUTON. I tried to get that interpretation but was advised it was not permissible under the law.

ESTIMATE PROVIDES FOR CONSTRUCTION AND EQUIPMENT OF 49 PORTABLE CENTERS

Mr. HERRELL. The Budget estimate provides language and funds for the construction and equipment of 49 centers, all of which are portable, that can be moved from place to place in accordance with the needs. Thirty-five would be tent-type centers. Fourteen, needed in areas and for periods where climatic conditions will not permit use of tents would be of frame construction but even they would be of the knock-down type that could be moved as the need demanded.

Senator McKELLAR. Would they be the old C. C. C. camps?

Colonel BRUTON. They would be used to some extent.

Senator McKELLAR. To what extent?

Colonel BRUTON. Wherever we could use them in their present location or, under the proposed language, whenever we could move them to an area of need, at a lesser cost than we could construct new facilities. And we have also located a number of sections that were built for grain bins that we can get from the Commodity Credit Corporation. They will serve very well. But we will actually have to construct the sheds for messing facilities and put in some utilities.

EXTENT CIVILIAN CONSERVATION CORPS CAMPS ARE USED

Senator McKELLAR. To what extent do you use the C. C. C. camps?

Colonel BRUTON. We have 20 of those on our list. I have a tabulation that shows the exact location in the various States.

Senator McKELLAR. And you propose to relocate the 20?

Colonel BRUTON. We would relocate and rebuild wherever it is more economical.

Senator McKELLAR. And rebuild?

Colonel BRUTON. And rebuild; yes, sir.

Senator HOLMAN. You're spending about \$35 a man, or a little less, \$33 $\frac{1}{3}$ per man for temporary camp facilities. You said \$3,000,000, and there are 90,000 workers.

AMOUNT FOR CONSTRUCTION OF CAMPS

Mr. HERRELL. The estimate of \$3,000,000 only applies to new construction. In addition to that there is an item in this budget for operating and maintaining existing camps, and also for the new camps. So to that extent the \$3,000,000 would be increased.

Senator THOMAS. You don't change the location of these C. C. C. camps?

Mr. HERRELL. In some instances the camps are not located in the areas where the need exists and they would be moved to those areas if the proposed language is approved.

USE OF ARMY CONSTRUCTION

Senator THOMAS. Have you considered the advisability of using some of the Army construction that has never been used, or little used, in this program?

Colonel BRUTON. We have used some. As an illustration, in California the Army built some relocation centers for Japanese and then move them farther east. We got those from the Army. We could not move those buildings, but the California council put up the money and they were moved to areas where they could be used for camps. We have also drawn a great deal of mess equipment from the Army, and tentage and tent floors.

Senator THOMAS. It might cost a great deal more to move than to build in the first instance. But in my State I can cite you a great deal of housing and equipment and furnishings that were built for various camps that have never been used, or used very little. It is there; it is a white elephant on somebody's hands. I don't know who. Probably all of us, sooner or later.

CONSTRUCTION OF CAMPS

Senator McKELLAR. Under those circumstances to build new camps is utterly foolish. Because in 1 year or so you will have 30 C. C. C. camps built and utterly useless.

Colonel BRUTON. This is not permanent construction. These are all camps that can be moved, and 35 out of the 49 would be tent type.

Senator McKELLAR. \$3,000,000 is a permanent figure, in my mind, even in these days when we talk of billions.

Senator OVERTON. The whole 90,000 are not provided with camp facilities, are they, those brought in from foreign countries and those moved interstate?

Colonel BRUTON. No, sir.

Senator OVERTON. The \$33-per-man figure is arrived at by Senator Holman by dividing \$3,000,000 by the 90,000.

Senator HOLMAN. It might be correct to divide it by 70,000.

Senator OVERTON. Or 50,000. I don't know. I imagine it amounts to more than \$100 per man.

WORKERS, EXCEPT MEXICANS, PAY FOR THEIR HOUSING

Mr. HERRELL. The workers, except the Mexicans, pay for their housing. The prices vary depending on the number that use the same tent or shelter, the actual housing furnished, and so on.

QUESTION AS TO USE OF PUP TENTS

Senator THOMAS. Soldiers on maneuvers live in pup tents. Have you considered issuing those to the laborers? Have you considered issuing them a pup tent and letting them take it with them wherever they may go?

Colonel BRUTON. We have to give them better shelter than that. These are voluntary workers, many of whom being from foreign countries are guaranteed housing equal to that furnished other workers engaged in the same type of work. But we do use the Army field tents, of which we have drawn a great many. Army personnel do not occupy pup tents for any extended period of time. We would have a lot of trouble if we attempted to do that in this program.

AGREEMENTS WITH FOREIGN GOVERNMENTS

MESSAGE FROM MEXICAN GOVERNMENT ON POSSIBLE EFFECT OF HOUSE JOINT RESOLUTION
208 AS PASSED BY HOUSE

There is one question, Mr. Chairman; the judge made some remarks about agreements with foreign governments. A message has just been received by the State Department from Mexico City, and the State Department feels it should be made available to this committee.

It reads [reading]:

MEXICO CITY, *January 13, 1944.*

SECRETARY OF STATE,
Washington:

Reference Embassy's telegram No .47, January 11, 8 p. m.

I have today received formal note from Mexican Minister for Foreign Relations regarding House Joint Resolution 208. Minister referred to the formal agreement whereby the Government of Mexico authorized the contracting here of agricultural workers to serve in the United States. He feels that if House Joint Resolution 208 becomes law such workers would no longer be under supervision of War Food Administration but subject to State authorities. He continued "as this would place the guaranties for the said Mexican workers on completely different basis it would be highly useful for my government—before exploring the necessity of denouncing the said agreement—if you would be so kind as to inform me if the United States of America, despite the resolution, will guarantee that the workers would continue to enjoy the same rights and if in consequence the North American Federal authorities—in view of the fact that it treats of an international agreement—would continue to be responsible for the correct application thereof."

I may add that Foreign Office is considerably concerned with the possibility of House Joint Resolution becoming law and if it should in any way weaken guaranties under which Mexican laborers are now in the United States there is great possibility that agreement of April 29, 1943, will be denounced.

BURSLEY.

HTM

(A discussion followed off the record.)

We are very anxious, Mr. Chairman, that this bill receive consideration as soon as possible.

Senator MCKELLAR. Without objection, we stand adjourned until Tuesday morning.

(Whereupon at 11:55 p. m., the committee adjourned to meet at 10:30 a. m., Tuesday, January 18, 1944.)

FARM LABOR PROGRAM, 1944

TUESDAY, JANUARY 18, 1944

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D. C.

The subcommittee met, pursuant to adjournment, at 10:30 a. m., in the committee room, the Capitol, Hon. Kenneth McKellar presiding. Present: Senators McKellar, Hayden, Overton, Thomas of Oklahoma, Bankhead, Nye, and Holman.
Senator McKELLAR. The committee will please come to order.

WAR FOOD ADMINISTRATION

EXTENSION SERVICE

STATEMENTS OF M. L. WILSON, DIRECTOR OF EXTENSION; MEREDITH C. WILSON, DEPUTY DIRECTOR OF EXTENSION, IN CHARGE OF INTRASTATE LABOR; WILSON COWEN, ASSISTANT ADMINISTRATOR; AND R. W. MAYCOCK, ASSISTANT DIRECTOR OF FINANCE, OFFICE OF BUDGET AND FINANCE

OPERATION OF EXTENSION SERVICE DURING 1943 IN FARM LABOR PROGRAM

Senator McKELLAR. Mr. Wilson, will you tell us what you want to tell us.

GENERAL STATEMENT

Mr. M. L. WILSON. The Extension Service during the past year has carried on largely the farm labor work within the States. The county agent's office has been the center to which the farmers have gone to make application for labor or to talk over their labor problems as they anticipated them for the season.

The Extension Service, of course, is an educational agency, but we think it has performed this phase of the farm labor assignment very well.

VALUE OF FARM LABOR PROGRAM

Senator McKELLAR. Mr. Wilson, let me ask you, do you think that this has been of real service to the country?

Mr. M. L. WILSON. I beg your pardon.

Senator McKELLAR. Do you think that the work that has been done in this connection has been of real service in getting more food crops and more food production in the country?

Mr. M. L. WILSON. Yes; I think it has been a very great service, Senator.

Labor to me is one of the principle factors in meeting our war food production goals.

Senator McKELLAR. Yes, sir.

PROBLEMS INVOLVED

Mr. M. L. WILSON. With the movement of labor away from the farm, two types of problems have developed: One is the problem with the general farm and the other problem with the specialized types of agriculture, particularly commercial fruits and vegetables, sugar beets and cotton that require gang labor, as contrasted with the regular or year-round farm labor.

FUNCTION OF EXTENSION SERVICE IN FARM-LABOR PROGRAM

Senator McKELLAR. Here is what runs through my mind: Your service has been of great value to this country, in my judgment. It has been one of the most valuable farm services ever created, if not the most valuable. Under those circumstances, I am just wondering how this fits in. Are you able to fit it in with what you are doing already so as to be helpful to the entire country in your judgment?

PROBLEM OF MOBILIZING LABOR

Mr. M. L. WILSON. Well, Senator, as I say, there are two problems here. One is the problem of meeting the needs of the farmer; that is, helping the farmer get his labor and of mobilizing the labor that is in the county or in the area not too distant from the farm. That is one problem.

PROBLEM OF INTERSTATE MOVEMENT OF LABOR

Another problem is the problem of the migratory labor, gang labor, foreign labor: movement of it in interstate; the operation of camps; and all that kind of operation. That is considerably different than the management of the center to which the farmer goes when he wants labor. That is considerably different than mobilizing the people in the towns and getting them to help in threshing, harvesting, and other rush jobs of that kind: of getting townspeople to say, "We will get together and go out and help the farmers."

PHASE OF PROGRAM IN WHICH EXTENSION SERVICE HAS HAD EXPERIENCE

It is my judgment, Senator, that the Extension Service on the first phase of this, by its organization and its background and its people, and so on, has done, and can do, a very important job; but it is not an administrative agency in the sense of paying out money and handling business transactions, as contrasted with the educational and community service activities.

Now, on this second phase, which involves administrative, and what I call business transactions, such as dealing with the railroads, and

dealing with camps, and all that kind of thing, that is the kind of service which the Extension Service heretofore has had almost no experience in and——

Senator McKELLAR. This is your first year.

Mr. M. L. WILSON. We did not carry on that phase last year. That was carried on by the Office of Labor under Colonel Bruton.

Senator McKELLAR. All right.

PRESENT METHOD OF OPERATION FAVORED

Mr. M. L. WILSON. I have given a good deal of thought to this, and my feeling has always been that the way we have operated this past year, whereby Extension took on the local problem and the problem within the State, and the Office of Labor took the other problem, was probably the best way of handling it.

I recall very vividly that about the time this committee was considering this matter last year, which was also about the time that Mr. Chester Davis took over the War Food Administration activities, Mr. Davis called me in and had quite a talk with me about it. He said that he believed that since the program was new and was involved with various wartime activities and complications, it could best be handled in a set-up wherein the Administrator was really the person responsible to the Congress, and the man who had the over-all responsibility in connection with it. He thought that the Extension Service, for the reasons that I have mentioned, could more efficiently and economically, and more satisfactorily to the farmer, carry on the farm-labor activities within the States, and that the Office of Labor directly responsible to the Administrator could better handle foreign labor, the farm-labor camps, and all of the other administrative details. Mr. Davis was also of the opinion that since there would be many details involving the War Department, such as foreign agricultural labor, prison labor, and so forth—of course, we did not know last year how big a problem it would be—that an Army officer, particularly an Army engineer who had a good deal of experience in moving men, dealing with the railroads, and obtaining housing and temporary equipment, and all of those things, was probably the best kind of a man to drive the farm-labor program through and take care of the complicated problems certain to arise.

That was also my judgment, and that was my judgment when we had the hearings last year. I think that the operations this year have been carried on very well. I think they have gone as smoothly as these kinds of operations can go on in wartime. I would not say that we have not made mistakes, but I think this arrangement has done as well as any arrangement could have done.

RECOMMENDATION THAT PRESENT ADMINISTRATIVE SET-UP AND PROCEDURE BE CONTINUED

Senator HAYDEN. I take it, Mr. Wilson, that you are recommending to this committee that we restore the procedure that was provided for last year and is now going on.

Mr. M. L. WILSON. That is correct, sir.

Senator HAYDEN. And that we do not adopt the provision inserted by the House, which transfers from the supervision by Marvin Jones, as head of the Food Administration, to your Service?

Mr. M. L. WILSON. That is correct.

Senator HAYDEN. That is, the administration of these funds?

Mr. M. L. WILSON. That is correct, Senator.

PROPOSED CHANGE BY HOUSE IN PRESENT PROGRAM

Senator HAYDEN. The language at the present time reads:

The funds appropriated by section 1 and not apportioned by the Administrator among the several States pursuant to section 2 shall be available for expenditure by the War Food Administration—

that is, Judge Jones.

Mr. M. L. WILSON. That is right.

Senator HAYDEN. And the House changed that to read instead of being available for expenditure by the Administrator to read that it shall be—

allotted by the Administrator to the Office of Extension, War Food Administration, for expenditure, of which not to exceed \$200,000 shall be available for administrative expenses in the District of Columbia.

Now, that would mean that you would have the disbursing of the money rather than Mr. Jones.

Mr. M. L. WILSON. That is correct.

EFFECT OF PROPOSED CHANGE BY HOUSE

As I see it, Senator, the revised language of the House would pass a great deal more responsibility to the States than was the case this year.

Senator HAYDEN. Well, now, that is what I wanted to get at, because I have been puzzled by letters and telegrams that I have received from various parts of the country. About half of the States apparently indicate that they want unity of administration; that is, the idea seem to be that it should all be done in the name of the Extension Service and that there would be unity of administration, whereas if it is done under the name of the War Food Administrator, under Marvin Jones, that would not be unity of administration.

I want to get that cleared up, because I just do not see where the difference would be.

QUESTION AS TO ADMINISTRATION BY EXTENSION SERVICE OF INTERSTATE AND FOREIGN PHASES OF PROGRAM

What would you do any differently than Marvin Jones would do, so far as the interstate movement of labor—Mexican labor, for example—is concerned?

Mr. M. L. WILSON. I think there are very few things that we would do differently, Senator.

We would prefer, unless Congress decides otherwise, that the responsibility be given to Mr. Jones, because the Extension Service is a part of the group under the War Food Administrator. It would be necessary for us either to set up a new unit which would handle all of these matters, or to take over the existing unit.

Our relations administratively in this matter with both Judge Jones and Colonel Bruton have been very satisfactory. We have felt very free, where there was any difficulty, or anything could be ironed out, to go directly with it to Colonel Bruton, and we have also felt very free to go either with Colonel Bruton or individually to Mr. Jones.

FARM-LABOR PROGRAM HAS CONTRIBUTED TO INCREASED FOOD PRODUCTION

Senator McKELLAR. Mr. Wilson, I want to ask you this general question, and if you do not care to answer it, why, it is up to you.

Taken all in all, with your experience in that part of it under the Extension Service, as you describe it, do you think that that is a wise appropriation of public money in order to create additional food?

Mr. M. L. WILSON. You mean this whole labor expenditure?

Senator McKELLAR. This whole expenditure.

Mr. M. L. WILSON. Yes, Senator. I have no hesitancy in answering that, for I think that food is a weapon that is absolutely essential to the successful prosecution of the war. If we are to get the food production that we must have, two things are necessary: First of all, foreign labor must be brought in to supplement the existing labor; and secondly, all domestic sources of farm labor must be mobilized.

Last year, the Extension Service was responsible for working with the other agencies to get all of the people in the towns and the cities, including youth and women, that could go out and help on farms, organized so that they could go out and help. There were a great many boys and lots of girls in their teens, and there were a surprising number of women who worked on farms.

In addition to that, there was the war prison labor and, as this committee knows, the Army helped harvest crops in certain extreme emergencies.

Now, putting that all together, it really contributed tremendously to food production last year, Senator.

JOB TO BE DONE IN 1944 BIGGER THAN 1943

But I feel that the job to be done in 1944 is a bigger job and a more difficult job than the job that was done in 1943.

PROVISION AS TO RETURN OF FOREIGN LABOR

Senator McKELLAR. Now, Mr. Wilson, right there, let me ask you about this. You are asking for more money, too, and that is all right—I am not complaining about that—if it is a good thing, we ought to do it in the interest of winning the war. But, what I want to ask you is this: It has developed here that there are about 12,000, as I remember, foreign workers who have been brought in here from Mexico and other places who are still in the country. They are supposed to be engaged in the picking of fruits or some work connected with the fruit orchards and crops; sugarcane crops, for instance.

Now, are your restrictions, as we have them now on, or is the law itself strong enough about returning these people to their homes in

the countries from which they came? I do not think that this ought to be used as a means of having farmers come in here contrary to our general laws, or kept in here, and for that reason I am wondering whether, in your judgment, the present arrangement is careful enough about returning these people to their homes.

Mr. M. L. WILSON. Yes, Senator, I think it is, and I think that under Colonel Bruton's administration—this falls with him rather than with the Extension Service—and with the contracts with the foreign governments, that all of these people are to be returned. All of them are being kept track of, and all of them will be returned to the country from which they came when their contracts expire or when the emergency is over.

Senator HAYDEN. That is my recollection, if I may, Mr. Chairman.

Senator McKELLAR. Yes.

Senator HAYDEN. Of Colonel Bruton's statement. Take the case of Mexico. About 54,000 had been imported to this country, and he stated that there were some 12,000 whose contracts had not expired. When their contracts expire they go back. Is that your understanding?

Mr. M. L. WILSON. That is my understanding. Also, I believe, and I would like to ask Mr. M. C. Wilson, who is the Deputy Director of Extension and who works directly with Colonel Bruton on farm labor, to answer this question more specifically. I think an arrangement has been made to extend the time of the workers from Mexico now on the Pacific coast. This extension saves trouble and the time of these people who want to work next year. There would be little sense in sending them home and then turning right around and bringing them back.

Senator HAYDEN. What do you have to say about that, Mr. M. C. Wilson?

Mr. M. C. WILSON. If there is work for them to do, and there are many applications for such workers on hand, new contracts can be entered into when the original contracts expire. We are quite anxious to hold as many of the Mexican workers in this country as possible who are needed this winter, because that saves the cost of transporting them back to Mexico and returning them to this country.

PERCENTAGE OF WAGES OF FOREIGN LABORERS WITHHELD

Senator HAYDEN. How much of their wages are you holding; how much of their wages are being held?

Mr. M. C. WILSON. The contract with the Mexican Government is to the effect that 10 percent be retained.

Senator McKELLAR. That is, this individual Mexican who is working for the prevailing wage does not get that by 10 percent?

Mr. M. C. WILSON. No.

Senator HAYDEN. The money is paid to the Mexican Government and he cannot get that until he goes back home?

ENFORCEMENT OF IMMIGRATION LAWS

Mr. M. C. WILSON. That is right. If he violates his contract he is subject, of course, to detainment by the Immigration authorities for deportation.

RETURN OF FOREIGN LABORERS FOLLOWING COMPLETION OF CONTRACT

Senator HOLMAN. That is the subject that I want to pursue, if you please, because I am on the Immigration Committee of the Senate.

I want to know if by name and designation you know everyone of these aliens that come into our country and do you follow them through and if any of them do not return, is a report of that fact made? It should be made to the Congress.

Mr. M. C. WILSON. It is my understanding that a card record is kept for every worker.

Senator HOLMAN. What provision is there for reporting any of those individuals who do not return? They may die, for instance, or any reason at all, if they do not return as contemplated, is there any provision for reporting that to the Congress, reporting that fact to the Congress?

Mr. M. C. WILSON. I am not sure about reporting such information to the Congress, but a report is made to the immigration authorities, who are responsible for the enforcement of immigration laws.

Senator HAYDEN. The law provides for that. I have it here. It provides that when they come in that they must be photographed and fingerprinted to identify them individually.

Then, the penalty to which you refer is in the statute in this particular.

Any such resident admitted under the foregoing provisions who fails to maintain the status for which he was admitted or to depart from the United States in accordance with the terms of his admission shall be taken into custody under a warrant issued by the Attorney General at any time after entry and deported in accordance with section 20 of the Immigration Act of February 5, 1917.

AMOUNT OF APPROPRIATION REQUIRED

Now, Senator McKellar has asked a question about the money. So, I want to get your views on that. The total Budget estimate was \$35,000,000.

Mr. M. L. WILSON. Yes, sir.

Senator MCKELLAR. The House reduced that to \$27,000,000. Of that \$35,000,000, the Budget estimated \$18,500,000 to go to the States for work done in the States. We might describe that as one-half.

Mr. M. L. WILSON. Yes.

Senator HAYDEN. The House reduced that to \$17,500,000. Then, the remainder, of course, would be available for other purposes.

What are your recommendations to this committee with the respect to the sums of money that should be appropriated?

Mr. M. L. WILSON. My recommendations, Senator, would be that the estimates submitted by the Budget are more in keeping with the jobs that I think has to be done this year.

SIZE OF JOB IN 1944

As I started to say, I think that the job this year is between 40 and 50 percent more difficult and larger than the job that was done last year.

Senator HOLMAN. Would you say why it would be, please.

WORKERS FROM FARMS ENTERING ARMED SERVICES

Mr. M. L. WILSON. For several reasons, Senator. In the first place there has been a certain number of workers from the farm who have gone into the armed forces. I think the Selective Service has done a very good job in carrying out the Tydings amendment. Those cases have been very well handled, but nevertheless a certain percentage of farm labor has gone. Then too, there has been this general movement into industry which has not been as great as it was last year, but it has trickled along just the same?

Senator HOLMAN. May I interrupt just a second. The men who have gone from the farms into the armed forces have been largely, in my opinion, the regular farm help that are there every day doing the milking and helping take care of the dairy herds.

Mr. M. L. WILSON. That is, the sons of the farmers.

Senator HOLMAN. Yes. But what we are talking about are transient harvesters, and people who put in a crop or something of that sort. Out of this reservoir of alien workers, none of them are available for regular farm help.

Mr. M. L. WILSON. Not very many of them. I think that a few such workers have come in from Canada. But the Mexicans and other foreign workers are not available for farm help on general farms.

EFFECT ON LABOR SUPPLY OF 1943 DROUGHTS AND FLOODS

Then, too, this last year, in certain ways turned out to be a better year than the average from the standpoint of meeting farm labor shortages. We had floods and we had droughts in certain parts of the country. We had poor crops, for instance, Senator, in parts of Oklahoma.

Senator THOMAS. Yes.

Mr. M. L. WILSON. That eased up that portion of the Cotton Belt and permitted the migration or the movement of people from Oklahoma to help in these other areas. If we had had a normal crop in Oklahoma I doubt if that movement would have been available.

The same thing was true in a number of the specialized crop areas. There was a very bad drought in this part of the country, which affected the great tomato production. They had a short crop.

Putting those things together from the standpoint of canning crops, and fruit and vegetable crops and so on, last year was a year that was below normal rather than above normal in presenting difficult farm labor problems.

Now, Mr. M. C. Wilson, who is Deputy in Charge of this, has studied these figures more than I have, and is better informed as to that than I am, and I would like, Senator, if he would say a word which would give his line of evidence for the statement that I have made. You think it is a 40 percent bigger job?

Senator McKELLAR. Go ahead, Mr. Wilson.

OVER-ALL FARM-LABOR OUTLOOK FOR 1944

Mr. M. C. WILSON. I will go even stronger than the Director, Mr. M. L. Wilson, on that particular point. I would like to say just a

few words about the over-all farm-labor outlook for 1944 as we see it.

The agricultural production goals for 1944 are about 4 percent higher than 1943, which was an all-time record year for production; 1943 production was one-third higher, approximately, than the 1935 to 1939 average.

It is estimated that the production desired in 1944 will require 2,240,000,000 man-days of labor. About three-fourths of farm production labor is usually furnished by the farmer and members of his family. That leaves between 500,000,000 and 600,000,000 days of man-days of hired labor.

Now, the farm-labor program of 1943 provided farmers with about 100,000,000 man-days of labor—about 20 to 25 percent of all hired labor. The rest of the hired labor the farmer arranged for himself through the usual channels. Of the labor furnished farmers through the farm-labor program of the State extension services and the War Food Administration, some 9,000,000 man-days of work was foreign labor and labor transported from State to State. The remaining approximately 90,000,000 man-days of labor came through local mobilization activities in the counties and the communities.

The total over-all job in 1944 will require 71,000,000 more man-days of labor than 1943, assuming that the labor will produce about the same.

Now, the farmers themselves are doing about all the work they can possibly do. They are working longer hours; they are working their wives and their children. It is all-out production with them. Under present conditions farmers cannot do any more in 1944, if as much, as they did in 1943 about making their own arrangements for hired labor.

The intrastate program last year provided about 90,000,000 man-days of such labor. The increased production in 1944 calls for 71,000,000 more man-days of labor. We must contrast that 71,000,000 with the 90,000,000, not with the 2,240,000,000. This means the farm-labor job to be handled under this program in 1944 will be nearly twice that of 1943 than 40 or 50 percent, as Director M. L. Wilson has suggested.

NUMBER OF MEN DISCHARGED FROM ARMED FORCES

Senator McKELLAR. Let me ask you this question right there. I notice from the papers that 1,400,000 men have been discharged from the armed forces since 1939.

Mr. M. C. WILSON. Yes.

Senator McKELLAR. Surely there must be a very considerable number of man-days of labor that will be available from that source.

Mr. M. C. WILSON. Yes. I think you will find in the House testimony an estimate of the amount of additional manpower that will go into the armed services, munitions, and war industries. That is only partially offset by the estimates of those returning from the Army; those being released from industries that have been completed, like the building of camps, and so forth. There is still a very large net movement into the Army and war services.

Senator McKELLAR. Of course there is; but I imagine that when the man is taken into the Army, that he is no longer considered available for farm labor and with a million men coming back from the

Army in a year, it looks to me like there is a good deal of labor in that number.

-Mr. M. C. WILSON. Surely, some of it is available for farm work.

Senator BANKHEAD. What I want to get at, is there any available information that would give any reason for thinking that there is a change in the number? How many casualties, how many are wounded; and how many disabled? They are not discharging anybody because of length of service. There is some physical reason.

Senator THOMAS. My information is that it is upward of 100,000 a month are being discharged.

Senator HOLMAN. In making the estimates for the manpower for 1943, the Army and the Navy estimated 1,000,000 casualties for 1943.

Senator BANKHEAD. These men are discharged, because they cannot perform the service; they cannot continue them in the Army.

Senator HOLMAN. I would like to see it broken down to see how many of these, approximately, are available for employment and are looking for jobs.

Senator BANKHEAD. And are back on the farm now.

Senator THOMAS. They are discharged for every reason.

Senator BANKHEAD. I know, but Senator McKellar's thought is that there may be a very large number out of that big number that are available for work on the farms.

Senator McKELLAR. I think that there is.

Senator BANKHEAD. Practically all of them are discharged because of some disability.

Senator OVERTON. And as rapidly as they are discharged, they are replaced by other men.

Senator BANKHEAD. Probably from the same source.

Senator OVERTON. From the whole body of the citizenry. You are taking one man out and putting another in his place.

Senator THOMAS. And the record shows that the Army is getting bigger and bigger. It is now over 11,000,000.

Senator OVERTON. And the net result is that you do not get any more available labor. The Army is not discharging able-bodied men, and when they are discharging a man, they replace him with someone else as rapidly as possible, and that is also adding to our farm-labor shortage.

Senator THOMAS. That is right.

Senator HOLMAN. Pursuing the suggestion of the thought, as I understand it, of the chairman, I would like to know, and I imagine that the committee would like to know, if these million men who are returning home are available for employment in domestic occupations.

Senator OVERTON. Yes.

Senator HOLMAN. And, therefore, I presume they are seeking employment.

Senator OVERTON. I imagine that that would be difficult to ascertain with any degree of accuracy, Senator, because they are returned from the different services to the different States and communities.

Senator McKELLAR. When they are taken into the Army, it must be thought that they are physically fit at the time they were taken in, so that a great body of them would be available for some kind of labor.

Senator BANKHEAD. Some of them cannot work at all.

Senator McKELLAR. No.

Senator BANKHEAD. Could we not get that information from the Chief of Staff?

Senator HAYDEN. I think, Mr. Chairman, that the clerk could make inquiry of the Adjutant General or the Chief of Staff as to the number of men to date, say the first of the month, that have been discharged, and in groups the reasons for their discharge.

Senator McKELLAR. Yes.

Senator THOMAS. The draft boards have to get these men from some source and the doctors are passing everybody, practically. They go in and then they are kicked out.

Senator HOLMAN. It is a waste of effort.

Senator McKELLAR. And wasted money.

Senator OVERTON. I think that so far as those who are discharged is concerned that where this set-up would come into play in that connection would be to locate them on the farms; that is, those who can do farm work and are available to do farm work, because they are discharged without occupations and they are the ones I think that this agency ought to take care of and locate.

Senator HOLMAN. Have you finished your thought?

Senator OVERTON. The thought is an argument in favor of the continuance of this work rather than an argument against it. You cannot get any additional labor on account of the discharges.

Senator HOLMAN. You might reduce the net required.

Senator OVERTON. No; it would just add to their work. That is all. They would have more work to do in locating these men. Is that not right?

AGENCY TO CONTROL FOREIGN AND INTERSTATE PHASES OF PROGRAM

Senator HOLMAN. May I revert to the regular question before us as to where the foreign and interstate phases of this program shall be carried on, whether by the War Food Administration or the Extension Service.

Mr. M. L. WILSON. I beg your pardon, Senator; by the Office of Labor or the Extension Service both in the War Food Administration. The Farm Security Administration has not had anything to do with it since the legislation of last spring.

Senator HOLMAN. Let me get straight on this thing. It is now proposed to change the set-up heretofore in operation and put this allocation of alien or foreign labor, farm labor, under another organization; is that not so?

Mr. M. L. WILSON. That is correct.

Senator HOLMAN. The Extension Service as I understand it?

Mr. M. L. WILSON. Yes, sir.

Senator HOLMAN. Now, I have conversed with some county agents in my State and in private conversation they have given me to understand that the work they are already required to do in addition to their fundamental duties incident to the conduct of the war and the various problems is so much that they just cannot take on anymore work and do it well. They do not have the force, and already they are short all kinds of assistance and there are just so many hours in a day. I believe that those to whom I have talked do not want to take on anymore work. They just feel that they cannot do a good job.

Well, if that is generally true, it would be an argument against making any change in the existing arrangement. Will you correct my impression, if you think I am in error in my conclusion?

Mr. M. L. WILSON. Yes, if the entire job were turned over to the Extension Service the Extension Service would have to perform these services, particularly with the foreign workmen, with the operation of the camps, transportation, and all other services that have heretofore been rendered by the Office of Labor, outside of the Extension Service; but, of course, cooperating with the Extension Service.

If that were not done, then that would be turned to the State extension service, and the State extension service would have to do that much more.

Senator BANKHEAD. Last year the Office of Labor—that is the one you called?

Mr. M. L. WILSON. Yes, sir.

Senator BANKHEAD. Did that administrative work and the Extension Service did not administer it.

Mr. M. L. WILSON. Yes.

Senator BANKHEAD. Then there was set up this organization.

Mr. M. L. WILSON. Yes, sir.

Senator BANKHEAD. Can we not transfer that to the Extension Service? They are both in the Department of Agriculture.

Mr. M. L. WILSON. If Congress so wills it would be transferred.

Senator BANKHEAD. Then you would have the same employees under one head rather than under two heads.

Mr. M. L. WILSON. Of course, they are both under Mr. Jones at the present time.

Senator BANKHEAD. I mean instead of having two bureaus, so to speak, you would have one.

Mr. M. L. WILSON. Yes.

Senator BANKHEAD. If it were put under the Extension Service.

Mr. M. L. WILSON. Yes.

NEED FOR CENTRAL AUTHORITY IN HANDLING INTERSTATE AND FOREIGN LABOR

Senator OVERTON. Let me ask in that connection, if we put this whole work in the hands of the Extension Service—we have 48 of them in the United States.

Mr. M. L. WILSON. Yes.

Senator OVERTON. And let us take, for instance, the question of foreign labor. How are the 48 different extension services in the 48 different States to deal with foreign labor? It seems to me that we would have to have a central authority.

Senator BANKHEAD. You would have.

Senator OVERTON. And the 48 extension services would have to organize and establish something like you have today and what you had last year in the operation. You would have to have a central authority to deal with it.

Senator BANKHEAD. That is true, but Mr. Jones down here or anybody else in the Extension Service could designate the men who would handle it.

Senator HAYDEN. That is exactly what the situation is now, as I understand it.

Senator BANKHEAD. But we would not be setting up a separate bureau under that plan.

Senator OVERTON. We would have to have something.

Senator BANKHEAD. It would have to have a head, but you could get a head within that organization.

Senator HAYDEN. That is what I asked about.

Senator BANKHEAD. That is one thing that you hear stressed, in going all over the country, bureaus, bureaus, bureaus; every time they take up something, they start a new bureau. We have got a senatorial race on in Alabama and that is one of the main issues in it: Bureaus, bureaus bureaus.

Senator OVERTON. There is not a doubt about that.

Senator BANKHEAD. And it is appealing to the people.

Now, if we can get at these things, if we can reduce that menace, at least, in the minds of the public—I am not so crazy on the subject as a lot of my friends are—but if we could reduce that in an orderly way and get the same results, it strikes me that we should do it.

Senator HAYDEN. That is what I want to ask Mr. Wilson about.

Senator OVERTON. Let me ask him another question.

Senator HAYDEN. Go ahead.

Senator OVERTON. In connection with this interstate movement, we will say that the California Extension Service wants a great deal of additional farm labor to take care of their citrus fruit. We will say in Louisiana, the State from which I come, they want a great deal of additional labor to harvest the cane crop and their rice crop, and then there would be one pulling one way and another pulling another. It seems to me you would produce confusion by undertaking to spread this work among the 48 different extension services. Am I right or wrong about that?

STATE EXTENSION SERVICES CARRIED ON THROUGH COOPERATIVE AGREEMENTS BETWEEN STATE AND FEDERAL GOVERNMENTS

Mr. M. L. WILSON. I think, Senator, that problem should be given very careful consideration, too. Basically, the Extension Service represents a cooperative arrangement between the Federal Government and the State governments. They perform functions which are mutually agreeable to the States, to the State colleges and board of trustees, and to the Secretary of Agriculture. Under the farm labor legislation that we had last year, a memorandum agreement was prepared, because you see the Federal Government cannot turn to the State governments and say, "You do this." The handling of new assignments has to be accepted by the State governments.

Following the passage of the labor legislation last year such a memorandum of agreement was submitted to the presidents of the colleges, or to the proper authorities within the States, and signed by them as accepting it. We will submit a copy of that memorandum for the record if you desire; the memorandum of agreement that was used last year.

Now, it would be my judgment that since the proposal here would throw a great deal more administrative and fiscal and other responsibilities on the States that a new memorandum would have to be developed and submitted to the board of trustees of the land-grant colleges in which they would agree to perform these additional functions for

the Government. It seems to me that this committee would also want to look into the alternative of what would be the situation if the colleges felt that the handling of foreign labor was getting too far away from educational work and too far into administrative kinds of work and that they preferred not to accept the additional responsibility. That would be a question which would reside, of course, with the colleges.

Senator McKellar. Are there any further questions?

MINIMUM AMOUNT FOR ALLOCATION TO STATES SHOULD BE FIXED

Senator Overton. Yes; I want to ask about another matter.

I have a letter from Mr. J. G. Lee, Jr., dean, college of agriculture, of the Louisiana State University. You know him.

Mr. M. L. Wilson. Yes.

Senator Overton. In which he speaks very highly of the work done last year in the program last year, but he calls attention to this fact:

We feel that a minimum should be established, such as was provided for in the 1943 resolution.

That is a minimum of appropriation or allocation or apportionment among the States?

Mr. M. L. Wilson. Yes.

Senator Overton. To the extension services?

Mr. M. L. Wilson. Yes.

Senator Overton [reading]:

We feel, of course, that \$17,500,000 is more than adequate; but we do feel that a minimum of six or seven million dollars should be established." I wish you would look into this matter.

Now, the legislation last year did provide not less than \$9,000,000 and not more than \$13,050,000 of the sum appropriated should be available for payment to such States for expenditure by agricultural extension services, land-grant colleges, and such States, according to such agreement as may be entered into by the administration of such extension services, and so forth.

There is no minimum provided for in the present legislation. It says not more than \$17,500,000. But there is no provision to the effect that not less than a certain amount shall be allocated to the extension service.

Mr. M. C. Wilson. I think that the House followed the recommendations of the Bureau of the Budget in that language.

It is true that last year provision was made that not less than \$9,000,000 nor more than \$13,050,000 should be allocated to the States on the basis of need. I think, in general, the States prefer last year's approach, because it gives them a certain leeway. It gives a certain assurance if an emergency arises that there will be added funds to meet the situation. It also gives them a floor on which to develop organization plans.

I think the States would like last year's language followed in that respect.

RECOMMENDATION AS TO MINIMUM AMOUNT FOR ALLOCATION TO STATES

Senator Overton. Now, what in your opinion should be the minimum? Last year we had \$9,000,000 out of \$13,050,000—\$9,000,000 out

of \$13,000,000—and if we retain the appropriation here of how much——

Senator HAYDEN. The Budget estimate is \$18,500,000.

Mr. M. C. WILSON. That includes last year's allocations as well. The \$18,500,000 is for 2 years. So it is only \$9,500,000 new money for 1944.

Senator OVERTON. What minimum do you think ought to be inserted in this bill?

Mr. M. C. WILSON. If you follow last year's procedure, you would have a range perhaps from \$16,000,000 to \$20,000,000; something like that. \$18,500,000 would be the midpoint.

Senator OVERTON. It was not less than \$9,000,000 last year and it is not "more than \$13,050,000." What is your suggestion?

Mr. M. C. WILSON. I think the minimum should be around \$15,000,000 or \$16,000,000.

Senator OVERTON. That is, the minimum?

Mr. M. C. WILSON. Yes, sir.

Senator OVERTON. Not less than \$15,000,000 in lieu of the \$9,000,000?

Mr. M. C. WILSON. Yes.

Senator OVERTON. And a maximum of how much?

Mr. M. C. WILSON. Well, if you follow the present language, the maximum is set at \$18,500,000 in the bill.

Senator OVERTON. We had just as well turn it all over to them. There is scarcely any difference between \$15,000,000 and \$18,000,000.

Mr. M. C. WILSON. Last year there was a range of \$4,000,000; a range from \$9,000,000 to \$13,050,000.

Senator OVERTON. Yes.

Mr. M. C. WILSON. Personally I think it is desirable to consider the \$18,500,000 as the midpoint. The range would then be from \$16,000,000 to \$20,000,000. That would give a like \$4,000,000 leeway.

Senator McKELLAR. Are there any further questions? If not, who is the next witness?

Mr. M. L. WILSON. Senator, may I say just one word in closing?

Senator McKELLAR. Yes, Mr. Wilson.

Senator BANKHEAD. In giving those figures, are you using the House bill with its administrative features changed so that it is all under one agency, or are you assuming that we are going to have it like you have it this year, with part in one agency and part in another?

Mr. M. C. WILSON. I am assuming, in my recent statement, that we are trying to follow last year's legislation; Public Law 45, as to the minimum and maximum arrangement.

Senator BANKHEAD. Suppose that we do not do that; suppose that we follow the House.

Mr. M. C. WILSON. I doubt that there would be great difference in the cost of the entire program without a reduction in the service.

Senator BANKHEAD. I mean fix a minimum.

Mr. M. C. WILSON. If you follow the House language, I think a minimum should be inserted in place of a maximum, because the House language provides for additional allocations to the States to take care of certain foreign labor work. The maximum of \$17,500,000 should become a minimum of \$17,500,000 under the House wording.

Senator BANKHEAD. I wanted to get that difference. You see, there is quite a difference. You have a situation where we are dealing with two different kinds of possible actions.

SIZE OF JOB FOR 1944

Mr. M. L. WILSON. Mr. Chairman, I would like to repeat again that I think the job in 1944 is a bigger and a more difficult job than it was in 1943, and I personally think that it is a most important limiting factor in the production of 1944. With reference to the sum of money, the Administration of this last year was a little different than it has been with other governmental programs that I have been connected with.

The legislative history in both the House and the Senate and with the Department and the War Food Administration was that no one knew how big the job would be or what the cost would be. It was our understanding that Congress said, "You go ahead here and do the best job you can do. Be economical about it, but if you find that you have to have more money, and have done a good job, and have to come back for more money, you come back and see us." On that basis—

Senator McKELLAR. That is the same situation we are in now, because this is not a permanent appropriation.

Mr. M. L. WILSON. That is correct.

Senator HAYDEN. This is just to carry on for the remainder of the current fiscal year.

Mr. M. L. WILSON. On that basis both Mr. Davis and Mr. Jones said to Colonel Bruton and to the Extension Service, and Mr. M. C. Wilson, Deputy Director, passed this on to the Extension Service, "Do the best job you can do, but do it just as economically as you can do it. Do not act on the premise that if you do not spend all of the money you will not get as much money next year. Do the very best job you can do and we think that the country will judge the job that you have done in two ways: The character of the job you do and the amount of money that you can save or that you can turn up with that is unexpended. Therefore we are going to check you on both."

We think that we did a good job, and, of course, as the record shows, there was a considerable amount of money unexpended.

AMOUNT OF UNOBLIGATED BALANCE

Senator McKELLAR. How much do you have left?

Mr. MAYCOCK. The unobligated balances, Mr. Chairman, at December 31, were approximately \$8,400,000. A part of that we are using during this month of January under the continuing resolution that the Congress passed.

Senator BANKHEAD. You could not in any way and in any place have used that money to increase production?

Mr. M. L. WILSON. We have tried to do a job that made every dollar productive, we did not go beyond that, and the personnel has been kept down. The insistence of both Mr. Davis and Mr. Jones has been to do a good job and not waste any money in doing it.

Therefore, since the job is greater; since we do not have too much experience to go by, I should like to see the Congress rather look

at the problem as we see it, as being 40 percent greater than it was last year, and I am very sure that Mr. Jones' policy will be the same in 1944 as it was in 1943; do a good job; make the necessary labor available; make every dollar count.

REQUESTS BEING MADE TO EXCEED BUDGET ESTIMATE

Senator HAYDEN. With respect to the labor, representations are coming from California strongly urging that we exceed the Budget estimate. I have seen figures as high as \$65,000,000, and I have seen others of \$50,000,000, and undoubtedly from what Senator Downey advises me, there will be witnesses appear before the committee, from California, urging that. What is your judgment about that?

Mr. M. L. WILSON. I would like to ask Mr. M. C. Wilson to comment on that.

Mr. M. C. WILSON. Senator, California has a tremendous labor problem. They employ around one-seventh of the total hired farm labor. California is looking ahead. They have in mind that this war is going to move into the Pacific area in the next 6 or 8 months, and that this will greatly intensify all agricultural and other activities, troop and supply movements, a terrific strain on their whole labor economy. They are anticipating under such conditions that the Pacific Coast States will need many more Mexicans and other workers than were available last year.

Senator McKELLAR. But you think that your estimates are correct and you are standing by them.

Senator HOLMAN. Will you permit me to ask a question?

Senator McKELLAR. Yes.

Senator HOLMAN. Permit me to interrupt just a minute. So often when witnesses and also Members of the Congress talk about the Pacific coast, they limit the area to California. I happen to be representing on this committee not only California but the Pacific Northwest—the best growers in Idaho and the fruit and vegetable growers in the State of Washington, as well as the fruit and vegetable growers and the sugar-beet growers in Oregon. That whole area must be considered, and I am asking the witnesses not to confine their remarks to the State of California, although I admit probably the bulk of the production is in California.

Mr. M. C. WILSON. I think I used "the Pacific coast," referring to that whole far West labor area, which is a long ways from other sources of interstate labor.

BUDGET ESTIMATE SHOULD BE ALLOWED

Senator HAYDEN. Your conclusion is, first, that we should allow the Budget estimate, thus disagreeing with the amendment made in the House, and leave the expenditure under Marvin Jones?

Mr. M. L. WILSON. That is my judgment, Senator.

Senator McKELLAR. Any other questions?

ADEQUATE FUNDS FOR FARM LABOR PROGRAMS SHOULD BE PROVIDED

Senator BANKHEAD. On that point, I remember we had an issue last year between the Senate and the House. Mr. Chester Davis rec-

commended to this committee, as I recall, an appropriation larger than was finally agreed upon, because it was reduced by the House. I think we are dealing with a most important minor problem, if we may call it that. It is a major problem, in my mind, this food question, and I am absolutely opposed to quibbling over a few million dollars in dealing with it. If labor is required to make bigger crops, then that is the most important thing this Congress can deal with. You are going to have a large increase in the lend-lease takings of food next year. It took 13 percent of the total crops last year. One way of bringing about inflation, if we do have it, is the availability of money for buying those things, especially when you drain out 13 percent of the total crop production. You made a very good crop last year; but, for domestic uses, it was a very small crop, when you consider that 13 percent of the crop disappears from domestic consumption. I am in favor of whatever is required to increase production. I think they have handled it well, though there may have been some misplaced emphasis on saving money rather than increasing the food production.

We had some differences with the Department of Agriculture last year on the subcommittee, as my friend here will remember. They did not have the facts; so we sent out a questionnaire—and Senator Thomas was on the committee and he will remember it—to all the county agents, and got information from them on the questionnaire that caused us to speed up every facility we had and every method we had to increase production.

I would dislike very much to see this dealt with in a niggardly way. I think it ought to be done liberally, and I want to ask someone here, if I happen not to be present, to vote me for the whole amount—and I would vote for more, if this organization says they can spend it advantageously and increase the production of this necessary food.

INCREASED FOOD PRODUCTION GOALS FOR 1944

Senator THOMAS. Using 1943 as a base, what is the probable demand for food for 1944? Is it larger than for 1943?

Mr. M. C. WILSON. The production goals have been worked out by the Department, with the States, and call for a 4 percent larger production in 1944 than in 1943. And I assume that is geared to the needs, keeping in mind the manpower and other production facilities.

Senator THOMAS. What is the prospect of securing that increase of 4 percent in 1944 over 1943?

Mr. M. C. WILSON. We are all moving in the direction of doing everything possible.

Senator THOMAS. And the application is made on that basis?

Mr. M. C. WILSON. That is right, plus our experience in 1943.

Senator THOMAS. How did you arrive at that figure of a 4 percent increase? Why not more than 4 percent?

Mr. M. C. WILSON. As has been pointed out, that 4 percent adds 71,000,000 more man-days of labor. Last year, in addition to the hired labor engaged by farmers themselves and the family labor, we assisted with about 100,000,000 more man-days of labor.

FARM MACHINERY OUTLOOK FOR 1944

Senator HOLMAN. Do you ever make any recommendations relative to the release of priorities with reference to farming equipment, to aid a situation where if the man had the right tools he might do the work of 10 men?

Mr. M. C. WILSON. You will find in the House hearings, on page 31, a statement on the farm machinery outlook for 1944, calling for doubling the equipment produced in 1943, or an 80-percent increase over that produced in 1940; and, on the following page, you will find a similar statement about the fertilizer outlook—both of those, of course, being exceedingly important.

Senator McKELLAR. Are there any other questions, gentlemen?

MEETING OF FARM-LABOR SHORTAGE IN LOUISIANA DURING 1943

Senator OVERTON. I have a question of a local character. In the War Food Administration farm labor supply program for 1943 and 1944, as submitted to the committee, on page 29, there is a statement or a listing of the States into which labor was distributed under the program. It appears there that Louisiana did not receive any labor. I know they had a difficult time to save the sugarcane crop and to get in the rice crop, which is a very essential food. If they had not been able to obtain, after a great deal of effort, prison labor, they would have suffered a great loss there.

Mr. M. C. WILSON. The size of the 1943 farm labor accomplishments can be best expressed by the number of replacements made, there being from May 1 to November 30, 3,427,000 placements, of which about 160,000 were the regular, year-round worker, and the rest were seasonal workers. In the different areas the farm-labor problem is met in different ways. In Louisiana, they were able to meet it largely through local mobilization and the use of farm-labor funds for the conversion of fair grounds for use as sub camps for war prisoners who worked in rice and sugarcane.

Senator OVERTON. They also had a great deal of trouble with the cotton crop.

Mr. M. C. WILSON. Yes, sir; I was told just the other day, however, how well they thought the program had worked out.

Senator OVERTON. In other words, instead of bringing any outside labor into the State they were able to handle it with prison labor.

Mr. M. C. WILSON. Yes; they handled the emergency jobs with prison labor.

Senator OVERTON. And we had a time in getting that labor.

Mr. M. C. WILSON. Yes, sir; I know you did.

Senator McKELLAR. Are there any other questions?

FUNDS APPROPRIATED FOR CALENDAR YEAR 1943 AND AMOUNT OF ESTIMATE FOR 1944

Mr. MAYCOCK. Mr. Chairman, I would like to make clear that the estimate of \$35,000,000 is for the calendar year 1944, whereas the appropriation of \$26,100,000 for 1943 was passed on April 29 and therefore we did not begin to use that money until the 1st of May.

So the \$26,100,000 was for a period of approximately 8 months, rather than for a full calendar year. I would like to bring out that difference in the amounts.

Senator McKELLAR. Yes, sir; are there any other statements? If not, we are very much obliged to you gentlemen. You have made a very interesting statement.

WAR MANPOWER COMMISSION

STATEMENTS OF GEORGE CROSS, ACTING ASSISTANT DIRECTOR, AND FAY HUNTER, CHIEF OF RURAL INDUSTRIES DIVISION, BUREAU OF PLACEMENT, WAR MANPOWER COMMISSION

IMPORTATION OF FOREIGN LABOR FOR OTHER THAN AGRICULTURAL PURPOSES

Senator HAYDEN. Mr. Chairman, I might say I offered an amendment to the bill, at the suggestion of those interested in the production of a few things—pulpwood for paper, and wood for box shooks for apples and citrus fruits and vegetables. I offered this amendment with the understanding there were available men who had done that sort of work. You will remember at the last hearing we had Mr. Arthur Motley here about the matter, who is now ill with the flu; but Mr. Cross is here, and I would like to interrogate him about it.

TEXT OF AMENDMENT

Senator McKELLAR. Go right ahead. I think first the amendment had better be put in the record.

(The amendment follows:)

[H. J. Res. 208, 78th Cong., 2d sess.]

AMENDMENT

Intended to be proposed by Mr. Hayden to the joint resolution (H. J. Res. 208) making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944, viz: On page 12, strike out lines 18 to 24, inclusive, and in lieu thereof on page 13, after line 6, insert a new title reading as follows:

TITLE II—WAR MANPOWER COMMISSION

MIGRATION OF WORKERS.—To enable the War Manpower Commission to provide, in accordance with regulations prescribed by the Chairman of said Commission, for the temporary migration of workers from foreign countries (pursuant to agreements between the United States and such foreign countries) for employment in the continental United States with industries and services essential to the war effort, including the transportation of such workers from points outside the United States to ports of entry of the United States and return (including transportation from place of employment in the United States to port of entry of the United States in any case of default by an employer to provide such transportation to a worker, in which event the employer shall be liable to the United States for the cost thereof), cost of temporary maintenance of workers in reception centers in foreign countries and in the United States, when necessary, reasonable subsistence and emergency medical care of such workers from the time of reporting for transportation to the United States or return to the country of origin until arrival at the destination, necessary assistance to meet emergency health and welfare problems while in the United States, when such assistance is not otherwise available to such persons, and guarantees of employment while in the United States to the extent agreed

upon with the foreign country from which the worker is imported, \$1,350,200, of which not to exceed \$97,200 shall be available for all administrative expenses necessary for the foregoing, including not to exceed \$10,000 for temporary employment of administrative personnel outside continental United States, not to exceed \$1,000 for printing and binding outside continental United States without regard to section 3709 of the Revised Statutes and section 11 of the Act of March 1, 1919 (44 U. S. C. 111), and not to exceed \$20,000 for travel expenses: *Provided*, That no transportation of workers shall be allowed hereunder unless the employer and the worker have entered into a contract for employment approved by said Chairman or his designee, and unless said Chairman certifies that reasonably adequate use is being made of local labor supply: *Provided further*, That this appropriation shall remain available after June 30, 1944, for the purpose of fulfilling guarantees and other obligations theretofore incurred with respect to such foreign workers and for all other purposes connected with the protection and ultimate return of any workers theretofore transported: *Provided further*, That no part of this appropriation shall be available for the recruitment or transportation of workers for employment in agriculture: *Provided further*, That the general provisions under the caption "Executive Office of the President—Office for Emergency Management," contained in the National War Agencies Appropriation Act, 1944, and applicable to the constituent agencies of the Office for Emergency Management contained therein shall be applicable to the appropriations to the War Manpower Commission contained in this paragraph.

PROVISION IN RESOLUTION PROPOSED TO BE DELETED

Senator HAYDEN. You will note on page 12 of the bill I am striking out [reading]:

Notwithstanding any provisions to the contrary in the Act approved July 12, 1943 (Public Law 132), funds available to the War Manpower Commission for the current migration of Mexican or Canadian nationals under the auspices of the War Manpower Commission for industrial and railroad purposes essential to the war effort, may continue to be expended during the fiscal year 1944.

That language was lifted from this bill and included in the continuing resolutions; so it is now the law. But it is, from a parliamentary point of view, an opening that makes this amendment in order on the bill, inasmuch as the House has acted on this.

IMPORTATION OF LABOR FROM FOREIGN COUNTRIES TO CUT WOOD FOR BOX SHOOKS

What I would like to inquire of these representatives here is what labor is available in tropical countries that might be brought to the United States to work in our woods to get out pulpwood or wood suitable to make box shooks for handling the crating of vegetables and fruits. What information do you have on that?

WORKMEN ARE AVAILABLE IN HONDURAS, NICARAGUA, AND COSTA RICA FOR WORK IN THE UNITED STATES

Mr. CROSS. We don't have information as to exact numbers, but we do understand that in Honduras, Nicaragua, Costa Rica, and some of the other tropical countries a good many workmen are available, and are not being utilized by their countries; this is designed to permit, under certain controls, the importation, with paid transportation, of those workers into the States.

Senator HAYDEN. Is it true there have been taken from British Honduras a certain number of laborers of this type, to be employed in Great Britain in that or similar work?

Mr. CROSS. That is true, and I would like to have Mr. Hunter answer that.

Senator HAYDEN. What about it, Mr. Hunter.

Mr. HUNTER. About 1,500 available from Honduras alone. Senator Hayden, there have been a good many of those laborers taken to Great Britain and Scotland. They will be released very shortly with about 600 ready to return from England. In a report to the State Department on Honduras, it was estimated that we could get about 1,500 from Honduras alone.

Senator BANKHEAD. What language do they speak?

Mr. HUNTER. Largely Spanish, I assume.

Senator HAYDEN. The reason that labor is available, I assume, is that there does not now exist the usual demand for mahogany wood in their country.

Mr. HUNTER. Well, the demand or the lack of demand has been such that they have been able to ship workers out of there, even experienced woodworkers. England took quite a number of them.

Senator HAYDEN. Then is it reasonable to assume that if they have been proven to be satisfactory workers in England, they would be satisfactory workers here?

Mr. HUNTER. Yes, sir.

WORKERS WILL BE RETURNED TO THEIR COUNTRIES UNDER PROPOSED AMENDMENT

Senator MCKELLAR. Let me ask this question: Are the rules for returning these men, if this amendment should be adopted, the same as pertain to the rest of the bill?

Senator HAYDEN. Exactly so.

As I understand the amendment, the only difference is that in the case of agricultural labor our Government bears the entire expense of the movement from the foreign country into this country, and the return. Whereas under the importation of industrial labor—and there have been brought into this country how many for the railroads from Mexico?

Mr. CROSS. Approximately 18,000.

RAILROAD COMPANIES PAID COST OF RAIL TRANSPORTATION

Senator HAYDEN. In that instance the railroad companies paid the entire cost of the rail transportation, and that was done with an allocation of funds from the present funds of about \$300,000, which has enabled the bringing in of about 18,000 men, because it represented only the overhead expense.

Am I correct in that?

Mr. CROSS. That is right.

SEA TRANSPORTATION WOULD BE PAID FOR BY UNITED STATES, AND EMPLOYER TO PAY RAIL TRANSPORTATION

Senator HAYDEN. In this provision as written here, our Government would pay the sea transportation, that is, if they are brought in from Guatemala, say, to Galveston. But once in the United States, the employer is required to pay all of the rail transportation and to

guarantee their return. So it will not be as expensive per man, from a transportation angle, as it would be otherwise.

Mr. Cross. That is correct.

BUDGET BUREAU APPROVES PROPOSED AMENDMENT

Senator HAYDEN. Then I would like to say one thing further for the record, that there was submitted to this committee in the last Congress a Budget estimate of \$4,125,000, of which the House approved \$2,125,000, to include the importation of both aliens and Puerto Ricans. The Senate committee decided, as a practical matter, that the item be not agreed to. When I introduced this amendment, I sent a copy down to the Bureau of the Budget for their views on it. I am advised by the Bureau to this effect, that a letter will come to the chairman of the committee saying that whereas a Budget estimate of \$4,125,000 for a similar purpose was submitted, the Budget approves of this amendment.

Senator McKELLAR. Let me ask you this question: What is the reason for making a different arrangement about the cost of transportation, in a case like this, as distinguished from the case of the railroads?

QUESTION AS TO DIFFERENCE IN HANDLING OF TRANSPORTATION COSTS

Senator HAYDEN. Well, the case is identical with the railroads.

Senator McKELLAR. It is identical, but the railroads do not pay?

Senator HAYDEN. The railroads do pay.

Senator McKELLAR. The railroads pay in this country and also they pay to bring them to this country?

Senator HAYDEN. That is right.

Senator McKELLAR. That is more than this, is it not?

Senator HAYDEN. I asked how to handle this, and this is the way the amendment reads, if you will notice it.

Senator OVERTON. It covers railroads, does it not?

EXTRACT FROM PROPOSED AMENDMENT

Senator HAYDEN. Let me read it:

To enable the War Manpower Commission to provide, in accordance with regulations prescribed by the Chairman of said Commission, for the temporary migration of workers from foreign countries (pursuant to agreements between the United States and such foreign countries) for employment in the continental United States with industries and services essential to the war effort, including the transportation of such workers from points outside the United States to ports of entry of the United States and return (including transportation from place of employment in the United States to port of entry of the United States in any case of default by an employer to provide such transportation to a worker, in which event the employer shall be liable to the United States for the cost thereof), * * *

I assume the reason for taking care of this sea transportation part of it, would be the difficulty in knowing how it would be and what it would be. You would have to get a ship to do it. All the burden here stops when they get to a port of entry. If they are coming from the south, they would probably come to Galveston or New Orleans, or to wherever it might be.

QUESTION AS TO DIFFERENCE IN METHOD OF HANDLING TRANSPORTATION COSTS

Senator McKELLAR. This is the thing troubling me, which I would like to have the witnesses explain:

Why should we make a different rule for this set of manufacturers, different than the rule we applied to the railroads, having to do with exactly the same thing?

Mr. Cross. The position of the railroads is that their recruitment and transportation, up to the presently approved ceiling, Senator, is approximately over. There will be a little replacement as time goes on under the present ceiling.

Senator McKELLAR. That would not explain why we charge the railroads the sea transportation as well as the land transportation, and charge you only the railroad transportation.

Mr. Cross. We will still charge any employer, of course, railroad transportation from the port of entry.

Senator McKELLAR. I understand that. But why should we pay for the sea transportation for you, and not pay it for the railroads?

Mr. Cross. The transportation, of course, in these cases from foreign countries, will be much more expensive than the railroad transportation from Mexico, however, this bill covers railroads.

Senator HAYDEN. Would it be?

Mr. Cross. Yes.

Senator HAYDEN. As a practical matter, I think this is the way the railroad transportation matter arose. I think the railroads needed this labor very badly. There was no availability of engines or cars in Mexico to bring them out, and our railroads sent their equipment down into Mexico and brought them up into the United States. The railroads don't own ships they can send to Honduras. I think that is the practical reason why it came about in that way.

Am I correct in that?

Mr. Cross. That has been done, Senator; yes, sir.

Mr. HUNTER. May I add that I don't think the railroad question can be considered similar to this particular case, because most of these workers who will be coming in will be coming in for operators not as large as the railroads, that is, for smaller operators, and the transportation from a foreign port to a local port would be more than they could justifiably bear.

Senator HAYDEN. They could bear the railroad transportation within the United States.

Mr. Cross. Many of them have already expressed their willingness to do that.

Senator HAYDEN. I just wanted the committee to understand what the proposal was.

QUESTION AS TO PLACING LIMITATION ON PURPOSES FOR WHICH LABOR COULD BE USED

Senator OVERTON. This amendment states in part [reading]:

for the temporary migration of workers from foreign countries (pursuant to agreements between the United States and such foreign countries) for employment in the continental United States with industries and services essential to the war effort, * * *

That is very broad, is it not, with no restrictions. Almost any industry in the United States may be considered essential to the war effort. Is there any appropriate limitation you have in mind?

Mr. CROSS. No, sir. Of course, bottlenecks may develop in almost any industry.

Senator OVERTON. They can be used in steel yards.

Mr. CROSS. They can be used in steel yards, and other industries, particularly in foundries, where we have a need for them.

Senator OVERTON. That covers the whole field of industry.

Mr. CROSS. That is correct.

NUMBER OF WORKERS THAT COULD BE IMPORTED WITH FUNDS PROPOSED

Senator HAYDEN. How about the amount of money? What will that do?

Mr. CROSS. That will permit the importation of an estimated 10,000 to relieve the bottlenecks.

Senator HAYDEN. In any event, nobody can import them without a previous contract with the employer that he will pay the prevailing wage in the United States?

Mr. CROSS. That is correct.

Senator HAYDEN. And pay transportation from the port of entry and back?

Mr. CROSS. That is correct.

Senator HAYDEN. So that if you don't get a contract with the employer, nobody is imported?

Mr. CROSS. That is correct.

Senator HAYDEN. All right.

Senator McKELLAR. All right, gentlemen; are there any other questions? If not, we are very much obliged to you.

STATEMENTS OF EDWARD A. O'NEAL, PRESIDENT, AMERICAN FARM BUREAU FEDERATION; W. R. OGG, REPRESENTING THE AMERICAN FARM BUREAU FEDERATION; PAUL E. MILLER, DIRECTOR OF EXTENSION SERVICE, STATE OF MINNESOTA; AND DR. T. B. SYMONS, DIRECTOR OF EXTENSION, STATE OF MARYLAND

Senator McKELLAR. Mr. O'Neal, you may proceed.

Mr. O'NEAL. Thank you. Some of our witnesses here have to leave town.

Senator McKELLAR. Let those testify, then, who have to leave.

Mr. O'NEAL. They all have to leave this afternoon. We would appreciate it very much if you will hear all of them.

Senator McKELLAR. Very well.

Mr. O'NEAL. I have a statement here outlining the opposition to this bill, if I might read it.

Senator McKELLAR. Either way you like.

Mr. O'NEAL. My name is Edward A. O'Neal, president of the American Farm Bureau Federation.

STATISTICS ON LOSS OF FARM WORKERS

American farmers during this war have been confronted with the most acute shortage of farm labor on record. Figures compiled by the

War Food Administration show that in the past 3 years the farmers of the United States lost a total of 4,350,000 able-bodied and experienced workers who went into industry and into the armed services. These records show that 1,400,000 have left the farm to work in industries; that an additional 1,700,000 farm people went into industries but continued to live on the farm; and that 1,250,000 farm workers have responded to the call to colors. A total of 2,032,068 farm workers have been deferred from the draft, and of this number, only 750,417 were single persons between the ages of 18 to 37, without dependents.

ACUTENESS OF FARM LABOR SHORTAGE

Farmers have been able to meet this acute situation only by utilizing larger numbers of elderly people, women, youth, and inexperienced workers—family operation of the farms of this country.

The acuteness of the farm-labor shortage is shown by the fact that the supply in July 1943 as shown by the B. A. E. Farm Labor Index was down to 57 percent, which was the lowest supply for any July on record, while the demand for farm labor in July 1943 was 125 percent, which was the highest for any July on record.

FARMERS HANDICAPPED IN PRODUCTION OF FOOD

Despite terrific handicaps, farmers have done an outstanding job in producing another record quantity of food in 1943, topping the previous record production of 1942 notwithstanding the fact that they have had less labor on the farm and have had to rely to a much greater extent on elderly people, women, young people, and inexperienced labor. Next year we farmers are expected to exceed the record production of food for the last 2 years.

PRODUCTION VITALLY IMPORTANT

We dare not fail in this vitally important war job. Our boys on the fighting fronts, our allies, and civilian population who are producing on the home front are all depending on farmers to produce the record supplies of food that are going to be needed. Farmers are ready and anxious to produce all the food that is required.

DUPLICATION OF EFFORT SHOULD BE ELIMINATED

It is imperative, therefore, that we eliminate all lost motion, duplication, overlapping of agencies, divided authority and responsibilities, and wastage of manpower in recruiting, transportation, housing, and placing of farm labor. This program must be so organized that it can supply the labor when it is needed and where it is needed with the minimum of red tape, delays, and loss of time to farmers.

The American Farm Bureau Federation strongly supports the fundamental principles involved in House Joint Resolution 208, providing for continuing the farm-labor program. This bill will get rid of divided authority, duplication, and confusion in the handling of farm labor and will bring about the most efficient utilization of farm labor, with very substantial savings in the cost of administration.

STATUS OF PRESENT SET-UP

At the present time, two separate offices and two separate organizations are being maintained to recruit, transport, and house farm workers. The State extension services are engaged in recruiting, transporting, placing, and housing local labor within their respective States. The Office of Labor of the War Food Administration also maintains a field organization to recruit, transport, and provide housing for interstate movements of domestic labor; and to recruit, transport, and provide housing, medical care, and so forth, for foreign workers. Both organizations maintain separate sets of farm-labor camps and shelters for the housing of farm workers. Both organizations maintain offices in Washington to provide general supervision of these two organizations. In addition, the War Manpower Commission has control of the utilization of prisoners of war.

This division of authority and responsibility not only results in unnecessary expenditures and wastage of manpower, but interferes seriously with the maximum utilization of farm labor itself.

PROGRAM SHOULD BE CONCENTRATED IN ONE AGENCY

In order to correct this situation, the responsibility for the entire program should be concentrated in one agency—namely, the Federal Office of Extension, in cooperation with the State extension services—and the program should be decentralized in the States as far as possible. These recommendations are embodied in House Joint Resolution 208, which was approved by the House Appropriations Committee and later approved by the House, and now before this committee.

WAR FOOD ADMINISTRATOR IN CHARGE OF ENTIRE PROGRAM

Under the plan as provided in this bill, the War Food Administrator is continued in full charge of the entire program, and all of the money is appropriated to him, and, in turn, apportioned by him to the agencies directed to carry out the program. The entire responsibility for handling the farm-labor program under the general supervision of the War Food Administrator is concentrated in the Agricultural Extension Service, and all of the actual operations would be decentralized and handled by the State extension services, with the exception of the recruiting of foreign labor in foreign countries and the transportation of these workers from these countries to the various States and their return to the points of recruitment, which would be handled by the Federal Office of Extension in the Department of Agriculture.

COORDINATION IS NECESSARY

The Office of Labor in the War Food Administration would be transferred to the Federal Office of Extension and operate as a unit of this Office, together with such personnel now employed by the Office of Labor as would be needed. The functions of the Federal Office would be confined to recruiting workers in foreign countries, bringing them to this country and returning them to the points of recruitment when their services are no longer needed. The Federal Office of Extension, acting through its Division of Labor, would coordinate all of the move-

ments of workers between States, including both domestic workers and foreign workers, but in handling these movements it would utilize the facilities and personnel of the State extension office and their labor-supply offices, instead of maintaining a special field organization of its own. The regional offices of the Office of Labor would be abolished, as there would be no need for them under this set-up.

OTHER DUTIES OF FARM-LABOR PROGRAM SHOULD BE DECENTRALIZED

All other functions and duties of the farm-labor program would be decentralized and handled by the State extension services in the respective States. In addition to handling the recruiting, transportation, housing, and placement of all domestic local workers within the State and the placement of all interstate and foreign workers as they do now under the present program, they would take charge of the interstate and foreign workers who were brought to their respective States, so long as they were needed in their respective States. They would also be responsible for the recruitment of workers needed in other States and would assist in moving both domestic and foreign workers from State to State as requested by the Federal Office.

All farm-labor camps would be turned over to the State extension services and handled by one agency instead of two separate organizations and two separate sets of camps.

ENTIRE PROGRAM UNDER ADMINISTRATIVE DIRECTION OF WAR FOOD ADMINISTRATOR

The program is sufficiently safeguarded and coordinated with the war-food program by virtue of the fact that the entire Extension Service is already under the administrative direction of the War Food Administrator and the bill appropriates the entire funds to him, who in turn appropriates it to the agencies designated in the bill.

The funds which are to be apportioned to the State extension services must be expended "in accordance with such agreements as may be entered into between the Administrator and such extension services, and subject to the supervision of the Administrator." The remainder of the funds is allocated by the Administrator to the Federal Office of Extension which is under his administrative supervision and control.

POWER OF ADMINISTRATOR TO UTILIZE OTHER AGENCIES

In case any State extension service is unwilling to undertake the responsibility or is not carrying out the program satisfactorily, there is a general provision in the bill, which is in the present act, which empowers the Administrator to utilize the facilities, services, and personnel of any other units within the Department of Agriculture, or "to enter into agreements with other public or private agencies," and "to delegate to them functions under this joint resolution," and "to allocate or transfer funds to such agencies." The War Food Administrator is also authorized to cooperate with the Secretary of State in the negotiation or renegotiation of agreements with foreign governments relating to importation of workers.

Senator NYE. Has there been an instance of any State extension agency that has not cooperated in this work?

Mr. O'NEAL. As far as I know, I don't know of one which has not.

The War Food Administrator is also authorized to allocate funds to any State to provide farm labor supply centers in case the facilities provided the State extension services are inadequate.

Thus, the War Food Administration has general supervision of the entire program, but the actual operating responsibilities are concentrated in the Federal Office of Extension at the Federal level, and the State extension services at the State and county levels.

FUNCTIONS AND DUTIES OF OFFICE OF LABOR TRANSFERRED TO OFFICE OF EXTENSION

As to the objection raised in some quarters that the Federal Office of Extension is not experienced or qualified to handle the foreign labor matter, it should be understood that the functions and duties of the Office of Labor and such of its personnel as would be required would be transferred to the Federal Office of Extension to carry on this particular work, but under the plan as proposed, its duties and responsibilities would be reduced to recruiting and transporting these workers to the States and back to their respective countries.

This plan represents a saving, they say, of about \$8,000,000 below the plan submitted by the Bureau of the Budget. These savings are made possible by concentrating the administration in one agency, which already has a set-up in every agricultural county and an experienced, trained administrative organization, with relationships already established. Furthermore, local agencies, such as the Extension Service, who are close to farm producers and have their confidence, can get the work done more expeditiously and effectively at less cost than a Federal agency. Our major objective is to get adequate food produced and harvested.

EXPENDITURES BY EXTENSION SERVICE IN PLACING LOCAL FARM LABOR

The best proof of this is the record up to date. Under the appropriation of \$26,000,000 provided last spring, the State extension services have made nearly 3,500,000 placements of farm workers, involving approximately 1,500,000 different workers; yet they only expended approximately \$5,700,000 of the \$13,000,000 made available to the State extension services for this work.

I might interpose there, gentlemen, that I would like to know of any other Federal agency that has such a record as that, in carrying on this work.

Senator McKELLAR. It is very impressive.

Mr. O'NEAL. In other words they will turn back over \$7,000,000, which is more than one-half of the total amount of funds appropriated. In striking contrast, the Office of Labor of the War Food Administration handled approximately 100,000 foreign and interstate domestic workers, and expended a total of over \$14,000,000.

PLAN PROPOSED IN BUDGET ESTIMATE

Under the plan proposed in the Budget estimate, the State extension services would have been allotted \$10,300,000 for 1944 to make 5,000,000 placements of 2,250,000 different workers to 1,000,000 farmers; whereas

the Office of Labor in the War Food Administration would have been allotted a total of over \$29,000,000 to handle approximately 120,000 foreign and interstate domestic workers, including transportation and housing. Obviously, under such a plan "the tail would be wagging the dog."

Senator OVERTON. In any event, though it is much more expensive to handle foreign labor.

Mr. O'NEAL. Oh, sure. We might as well recognize it is a necessity, but a luxurious practice.

Moreover, a careful study of the Budget showed that greater efficiency of operation could be obtained and millions of dollars saved by concentrating the responsibility in one agency.

LEGISLATION STUDIED BY HOUSE APPROPRIATIONS COMMITTEE

This legislation was given very thorough study by the House Appropriations Committee, first in the subcommittee and then in the full committee. The subcommittee which originally reported House Joint Resolution 205 subsequently reversed its action after this plan had been rejected by the full committee, and both the subcommittee and the full committee approved House Joint Resolution 208, which was subsequently approved by the House with very little opposition.

EFFECTIVENESS OF PROPOSED RESOLUTION

We believe the enactment of House Joint Resolution 208 will assure the most effective utilization of farm manpower, the most efficient and satisfactory administration of the farm-labor program at the least expense and with the most satisfactory results to farmers.

We therefore respectfully urge your committee to give its approval to the basic principles of House Joint Resolution 208. I hope you will listen to the farmers who produce the food and not to the bureaucrats. I just saw several of them going out.

There are a few perfecting amendments which we believe are needed which we wish to recommend. These amendments are explained in the attached statement.

AUTHORITY VESTED IN FOOD ADMINISTRATOR

Unless you want to question me, I was going to ask Mr. Ogg to read these amendments.

Senator McKELLAR. I want to interrupt you with a question.

Mr. O'NEAL. Yes, sir.

Senator McKELLAR. As I understand you, this bill puts complete authority in Mr. Jones. Is that correct? If so, why is it that he is opposed to that?

Mr. O'NEAL. I had quite a long talk with him. I frankly think he just did not understand the bill. I said that to his face. I said "you are the boss. Some people are saying that you cannot take a colonel from the Army and put him in charge."

I said, "You have the Departments full of colonels now, and I don't see why you cannot put Colonel Bruton over there in the Federal Office of Extension" to handle the foreign phase of this work.

There have been some reasons given, and you have heard the reasons given in his statement. But he will still be the boss, and he will work with an agency that he and Senator Bankhead are sort of daddies of—the Jones-Bankhead Act relating to extension work. But it seems to be the habit, when we set up these things, that they like to continue the bureaucracy and the employees.

And I would like to say, Senator, I attended the annual meeting of the land-grant colleges and asked these extension directors to tell me about the farm-labor program—"how did it work?" I said, "we are vitally interested. I have seen more old men and wives tending to young children and working on the farms of this country than I have ever seen before in my life." I said, "you fellows did a hell of a job, and we are in a hell of a shape, to be frank."

SITUATION IN CORN BELT

And I say to you right now that out in the Corn Belt, with the rich lands, that if you go out on those farms you will see everybody at work. This labor problem was a desperate situation. Everybody tells me the Extension Service handled it in a very magnificent way.

NO CROPS LOST IN CALIFORNIA

I asked the California people if they lost any crops, and they said they didn't lose any under this program. Of course, they want the world and the fullness thereof, as Senator Hayden will tell you. But they do produce a lot of our grub. I asked them the question, "How about it? If we go to Congress and argue with our friends up there to give you charge of the program, are you willing to take it?"

And they said yes, that were were. California used more Mexican farm labor than any other State. That is correct, is it not, Senator Hayden?

Senator HAYDEN. That is right.

DIVIDED AUTHORITY SHOULD BE ELIMINATED

Mr. O'NEAL. And they made the statement that they wanted to take charge of the entire program to operate it or they did not want any of it, as they did not favor divided authority and divided responsibilities.

EXTENSION SERVICE WORK LAST YEAR

Senator McKELLAR. Colonel O'Neal, I would like for you to apply yourself to this particular statement made a little while ago: The Extension Service here in Washington came before the committee and all took the position they thought they had done a good job last year, and they preferred to go along with it as it was last year. I am just giving you their point of view.

Mr. O'NEAL. Yes, sir. I was fully apprised, Senator, of that. They took that position last year. The fact is, I don't think they wanted to fool with it at all, under any circumstances. You have seen people,

and I have friends like that, who don't want to fool with anything. They would rather sit around.

Senator McKELLAR. These people seem to think it is all right, and that they have done a good job.

Mr. O'NEAL. Yes.

Senator McKELLAR. And their idea was to continue it as they had done last year. What have you to say about that?

LABOR OFFICE SHOULD BE IN EXTENSION OFFICE

Mr. O'NEAL. I just simply say they are wrong. There is no reason in the world why the man in charge of the Office of Labor should not sit right over there in the Extension Office and these States cooperate with him on this big problem. He can go to Mexico or Kalamazoo or anywhere, and get the labor.

EFFECT OF PROPOSED PLAN ON AGREEMENTS WITH FOREIGN GOVERNMENTS

Senator HAYDEN. There is one point which is disturbing to those who import labor. The arrangements we now have with the Mexican and other governments are satisfactory to those governments. Any change made in the arrangements may be satisfactory to them or they may not be satisfactory to them. There is one phase of this to which I am sure they object, because we have it in the record here. They say if we make an agreement, between the Republic of Mexico and the United States, that they are dealing with the Government of the United States and the Government of the United States, as a national government, assumes the charge of their nationals and looks out for them all the time.

The statement you just made is that after they are brought out of Mexico and into the United States, they shall be turned over to the State authority. The Mexican Government objects to that and says "we don't know what they might do in Nebraska or New Mexico or California. We know what is going to happen with our nationals if they are handled as they are now. But if you are going to turn the welfare and the care of these men over to somebody in the States, they might get different treatment in the different States."

Mr. O'NEAL. But under War Food Administrator Jones we'll still be in charge of the Extension Office and that division over there and they can still check on that.

Senator HAYDEN. I understand.

Mr. O'NEAL. In other words, don't forget you have voted many times for extension appropriations, and don't forget the Federal Government is in that picture.

Senator HAYDEN. Yes; it is in that picture in this sense, that if it can get an agreement to cooperate with a State agency, it is all right. But I am not talking about our point of view, but the Mexican point of view, or the point of view of Guatamala or Jamaica or some other point of view. They say "we know this scheme has worked. We don't know about the other, and if we don't know, we are not going to send them up."

That is what is worrying my folks.

Mr. O'NEAL. I don't see why the same man cannot assure those people that he has a perfect right and full authority to protect the

interests of those people. The bill says that if the extension people don't do it right, the War Food Administrator is boss, right down the line.

What they are literally doing, I think, is making mountains out of molehills. You know how they work. I have here two gentlemen as witnesses, who can tell you the story, and I would like to have them heard. So I would like to stop so that they can be heard.

Senator McKELLAR. I want to say that this is why I asked you those questions: I don't have an opinion about the matter as it is. I have not gone into it enough. But the extension workers here in Washington, including Mr. Jones, have been before the committee, and they take the opposite view from yours. I wanted you to bring out the reasons why you thought one organization would do it better. I would like to see it done by one organization, if that organization can do it better, because everything we can save, we ought to save.

Mr. O'NEAL. Well, look at the record, Senator; that is all I say. I reported that I discussed the matter at the meeting of extension directors, when I asked each one of them as to their position, and the only fellow I had any argument with was your man, Senator Hayden, of Arizona. He had a little difference of opinion. But all of the rest of them were unanimous. They said they were perfectly willing to undertake the whole job. I ask you to judge by their record of what they have done. So that is the reason I asked these gentlemen here, from Minnesota and Maryland—and I have statements from California and other States—and I understand, also, that Senator Hayden, as he has probably told the committee, wrote a good many of the directors as to the attitude on it recently.

TOO MUCH DUPLICATION OF EFFORT IN HANDLING FOREIGN LABOR

Senator OVERTON. Of course, they handled that part of the job very well; there is no question about that. That was a local problem. What objection do they have to the way the foreign labor was handled?

Mr. O'NEAL. Too much duplication.

Senator OVERTON. Too much duplication of effort?

Mr. O'NEAL. Too much duplication of effort.

Senator OVERTON. All right, sir.

Mr. O'NEAL. I have some amendments which I might put in the record, if you don't have time to discuss them.

Senator OVERTON. That is up to you, if you want to discuss them.

Mr. O'NEAL. Whatever you like. In other words, I was anxious, Senator, knowing we were very late coming in, to have these two witnesses heard.

Senator McKELLAR. Then you may call your next witness.

AMENDMENTS SUBMITTED

Mr. O'NEAL. I have some amendments, Mr. Chairman, that we can just put in the record.

Senator McKELLAR. Very well, let them go in the record.

(The amendments follow:)

AMENDMENT NO. 1. UTILIZATION OF WAR PRISONERS

On page 12, after subsection (1), insert a new subsection as follows: "(j) The Office of Extension, United States Department of Agriculture and the Agricultural Extension Service of the Land Grant Colleges in the respective States are hereby authorized, for the purposes of this Act, to negotiate directly with the War Department for the utilization of prisoners of war and the emergency use of soldiers of the United States for the production and harvesting of agricultural commodities within the several States upon such terms and conditions as may be mutually agreed upon, subject, in the case of prisoners of war, to the terms of any treaties or international agreements to which the United States of America is signatory and which are now in effect."

On page 12 after the foregoing provision insert the following new provision: "(k) The approval or acquiescence of a labor union shall not be required as a condition precedent to the approval of the use of prisoners of war or any other workers to be employed or sought for employment under this Act."

Experience has already demonstrated the need for definite authority to enable the Federal Office of Extension and the State extension offices to negotiate directly with the War Department for the utilization of prisoners of war, and also for the emergency use of soldiers in the production and harvesting of agricultural commodities. At the present time it is necessary to go through a maze of red tape, restrictions, and delays imposed by the War Manpower Commission and the United States Employment Service. While all this procedure is going on, needed food supplies may be lost. Serious losses have already occurred in some areas. I am informed that it is the policy of the United States Employment Service not to certify the use of prisoners of war until they contact the officials of labor unions and secure their approval. This unnecessary procedure should be stopped.

The agency which has the responsibility of recruiting and placing the necessary labor to get the food produced is the agency which is best fitted to determine whether prisoners of war are needed, and the War Department is best qualified to determine what standards will meet our international obligations with respect to prisoners of war. There is no need to complicate the utilization of these workers by injecting the War Manpower Commission and the United States Employment Service into this matter. Experience to date has proved this to be a serious hindrance in the securing of necessary labor, particularly in periods of emergency when quick action is necessary to avoid the loss of essential food.

AMENDMENT NO. 2. MODIFICATION OF LANGUAGE WITH RESPECT TO CONSTRUCTION, RELOCATION AND PURCHASE OF FARM LABOR SUPPLY CENTERS

On page 3, line 5, strike out the words "and not to exceed \$200,000 for the" and insert in lieu thereof the following: "including the relocation, purchase, or".

The purpose of this amendment is to remove the \$200,000 limitation on the use of funds for housing facilities and to clarify the language in order to assure that funds can be used for relocating or purchasing existing available housing needed for farm labor in connection with this program. We do not believe it is necessary to impose such limitation if this program is to be handled by the Extension Service, as it has already demonstrated by its record last year that it will operate this program on the most economical basis practicable to get the job properly done.

The language should be clarified as indicated in order to make possible the utilization of existing housing facilities which are not needed for other purposes but which could be utilized in some areas in connection with the handling of farm workers.

AMENDMENT NO. 3. AUTHORITY TO UTILIZE CAMPS, HOUSING AND TRAILERS OWNED BY OTHER GOVERNMENTAL AGENCIES

On page 9, line 19 after the word "camps" insert the following: "or any other camps, houses, or housing facilities (including trailers) which are owned by any agency of the Federal Government and which are not needed by such agency for war purposes".

The purpose of this amendment is to authorize the transfer to the War Food Administration, for use in connection with this program, of camps, houses or housing facilities, including trailers, which are owned by any agency of the Federal Government and which are not needed by such agency for war purposes.

These facilities would be loaned to the War Food Administration without cost and would be turned over to the Extension Service temporarily for this purpose. The present law authorizes the lending only of former Civilian Conservation Corp camps.

AMENDMENT NO. 4. AUTHORITY TO EXPEND FUNDS FOR PUBLIC LIABILITY INSURANCE, WORKMEN'S COMPENSATION INSURANCE AND FIDELITY BONDS

On page 3, line 13, after the semicolon insert a new provision as follows: "(6) payments for fidelity bonds for fiscal employees, public liability insurance and workmen's compensation insurance;"

The purpose of this amendment is to clarify the language of the act so that there will be no question of the legality of expending necessary funds for public liability insurance, workmen's compensation insurance and fidelity bonds for employees where the nature of their work makes such protection advisable.

AMENDMENT NO. 5. APPROPRIATIONS

Since the enactment of House Joint Resolution 208, we have received a communication from the California Farm Bureau Federation advising that representatives of farm organizations in California feel that the amount of funds made available for securing foreign workers will not be sufficient to obtain the volume of such workers which they believe will be needed.

It has been our position from the outset that adequate funds should be made available to meet all needed requirements both for foreign workers and domestic workers, but that all unnecessary costs of administration should be eliminated.

If the entire program is turned over to the Extension Service, we believe Congress can afford to provide a reasonable margin of safety in appropriations in order to take care of emergency situations, because the record of the Extension Service last year provides indisputable evidence that these funds will not be used if they are not needed.

In collaboration with representatives of the Extension Services from four areas of the United States we made a careful analysis of the cost of operating the farm labor program and a tentative budget was presented to the House Appropriations Committee which showed that a total over-all saving of not less than \$4,000,000, and possibly as much as \$8,000,000, in administrative and operating costs could be effected, with much greater efficiency of operation, if the entire responsibility is turned over to the Extension Service, as provided in House Joint Resolution 208.

We therefore respectfully urge the Senate Appropriations Committee to approve House Joint Resolution 208, together with the amendments recommended above.

TELEGRAM FROM CALIFORNIA FARM BUREAU FEDERATION

Mr. O'Neal. And I have a wire from the California people, as to their position.

Senator McKELLAR. All right.

Mr. O'NEAL. And other communications I wanted to put in.

Senator McKELLAR. All right, they will go in.

LETTERS AND TELEGRAMS SUBMITTED FOR THE RECORD

(The communications referred to follow:)

W. R. OGG,

American Farm Bureau Federation,

Washington, D. C.:

Conference California farm representatives held Berkeley, January 7, following half-day's discussion passed following resolution without dissenting vote:

"Resolved, That the meeting endorses House Joint Resolution 208 and work for an increased appropriation that will be adequate to provide the necessary

BERKELEY, CALIF., January 18, 1944.

labor, and further that Colonel Bruton, William Anglim, and a substantial portion of their organization be continued as a part of the organization provided by House Joint Resolution 208."

Important factor that there be clear delineation of responsibilities of agency handling farm labor program. Extension Service should handle all or none of Mexican labor. There should be only one agricultural labor service in a county. Can be accomplished on a practical basis only by being handled by one agency.

Important adequate funds be available to efficiently handle. Under any circumstances insist that both certification and placement of soldiers and prisoners of war be under agency placing domestic farm labor. Must oppose tendency toward organization employers and employees in order for farmers to obtain farm labor, which is pointing toward collective bargaining agreements and unionization of farm labor under direction industrial labor unions. This is disastrous to small farmer and eventually would drive him out of business. Believe corporation and large farmers making grievous mistake in compromising against own best interests for sake of present expediency.

RAY B. WISER,
President, California Farm Bureau Federation.

COOPERATIVE EXTENSION WORK, AGRICULTURE AND HOME ECONOMICS,
Knoxville #7, Tenn., December 31, 1943.

HON. CARL HAYDEN,
United States Senate, Committee on Appropriations,
Washington, D. C.

DEAR SENATOR HAYDEN: Replying to your letter of December 28 asking our opinion whether House Joint Resolution 208, which has already passed the House, and directs the War Food Administrator to allot to the Office of Extension Work War Food Administration, certain sums of money for the recruitment and transportation of foreign workers, should be enacted by the Senate or amended to authorize the War Food Administrator to maintain, within the War Food Administration, an office of labor with responsibility for the Administration of foreign and interstate phases of the labor program in 1944:

I note that you desire an expression on this question based on our experience in the recruitment and placement of interstate and foreign labor. Such comments as I make below are based on the requisitioning and placement of 470 Bermuda laborers to assist in harvesting a 6,500-acre bean crop in Johnson county; the recruitment of approximately 500 white workers for shipment to Idaho to harvest a potato crop; the recruitment of 350 workers for shipment to Florida to harvest citrus crops; and at the present time recruiting about 100 workers for shipment to Louisiana to assist in harvesting sugarcane.

First, let me say that I have a tremendous respect for Judge Marvin Jones' opinion, and there are many factors at the Washington level, in the administration and handling of the interstate and foreign labor that I am not familiar with. So far, however, as we have been able to observe in the recruitment of interstate labor and the placement of foreign labor, there is not a thing that could not be done by the Office of Extension Work if the War Food Administration would delegate the authority and provide some of the personnel now in the Office of Labor—and, I think, it would greatly simplify the procedure; eliminate confusion and misunderstanding, and reduce administrative costs.

As matters stand at the present time, there are two offices in the War Food Administration administering the farm-labor program—the Office of Farm Labor dealing with interstate and foreign labor, and the Office of Extension Work dealing with intrastate labor matters. They are not separate problems, but are all part of the same problem—to assist the American farmer get labor to produce and harvest his crops for the war effort. The extension services in the States requisition interstate labor or foreign labor through the Office of Extension Work in Washington. The people in the Office of Extension Work then take the matter up with the Office of Farm Labor, both in the War Food Administration. Why not settle the matter in one office without more telephoning, correspondence, and conferring and the consequent delays in decisions between officials in two offices, not to mention the increased personnel necessary under two office set-ups.

The way the recruitment of interstate laborers works in the field is as follows:

The Office of Extension Work, Washington, notifies the Extension Director they would like 350 workers to harvest citrus crops in Florida by a certain date, and states the pay, housing, feeding, and conditions under which they will work.

The farm-labor employers of the extension services in the States then recruit the labor in the counties.

The Office of Farm Labor, War Food Administration, makes arrangements for transportation with the railroads and gives the local railroad office a symbol under which the people can travel.

After the workers are recruited and arrangements made for their transportation, by bus, the concentration points for rail travel, the State farm labor supervisor calls the regional farm labor office, War Food Administration, and asks them to send someone to the concentration points to look after the transportation of workers to points of destination. All these representatives do is sign the transportation requests of the workers and pay the doctors for the medical examination.

After the workers get to Florida they are placed with the growers by representatives of the Agricultural Extension Service.

The Office of Farm Labor looks after the transportation and management of the farm-labor camps and feeding.

The whole procedure could be handled by one office in the War Food Administration and the procedure simplified, and confusion and misunderstanding eliminated, which even with the best administration are bound to occur when there is divided administrative responsibility.

For your information, there is attached a report from one of our assistants in farm labor who accompanied a group of white workers recruited for work in Florida.

There was considerable misunderstanding and dissatisfaction on the part of these workers on their arrival in Florida for conditions were not as they had been stated to them beforehand.

I am convinced that these misunderstandings are the result of divided responsibility and they can be eliminated if administration is all in one office. Many of the people we have recruited for out-of-State work are high type, small farmers. It is important they know the conditions under which they are going to work before they go. If conditions do not turn out as represented, it leaves considerable dissatisfaction and discontent. We have found it necessary to send someone from our organization with the group to look after them and help them at least for a period where they are sent to work so they do get conditions as represented at the time of recruitment.

I have already written officials of the Office of Extension Work in Washington to take up some of these matters with the Office of Farm Labor and correct some of these things. Unless this is done, it will be difficult to recruit labor for interstate work.

Now, I do not want you to construe this letter as being critical. I am simply setting forth our experience and expressing the opinions of the workers themselves as expressed to us. This farm-labor program has been a big undertaking. The work has to be done quickly under many handicaps, and I think the Office of Farm Labor, War Food Administration, and the Office of Extension Work, War Food Administration, have done a magnificent job in a big way—but I think a better job can be done if it is all done through one office of the War Food Administration. I think every Extension director feels the same way. Let the Extension Service assume the responsibility for the whole program, or turn it all over to the Office of Farm Labor for the most efficient administration.

Yours very truly,

C. E. BREHM, *Dean and Director.*

FEDERAL BUILDING,
Chattanooga, Tenn., December 10, 1943.

Mr. C. E. BREHM,

Dean and Director, Agricultural Extension Service,

Knoxville, Tenn.

DEAR MR. BREHM: For your information, I am submitting a report on the movement of 140 white workers recruited by agents in Putnam, Clay, Overton, Pickett, Jackson, and White Counties. These workers were assembled and loaded in the train Friday, November 26. I traveled with them on the trip and we arrived at Orlando, Fla., Sunday at 4 a. m. I am enumerating some of the problems encountered and observations made in connection with the camp management and working conditions.

1. The camp manager did not know how to feed Southern people. Breakfast menus and lunches, both variety and quantity, were the chief complaint of all

workers. After passing on these complaints to the manager, some improvement was made, but workers were still dissatisfied with food.

2. The workers were told when recruited that they would be paid for their work by the week and in turn would pay for their meals after they had made a pay day. The camp manager informed the workers that they would have to pay 35 cents in cash for each meal beginning on Tuesday at breakfast. This caused confusion among the workers and I immediately assured them that we would work out an arrangement which would allow them to pay at the end of the week. This was done through the cooperation of Florida Extension Service.

3. Pick sacks and clippers are necessary equipment in the groves and workers, when recruited, were told (based on memorandum from Florida Extension Service) that they would put up a \$3 deposit to be paid back when they returned the equipment. Florida Extension Service failed to notify their own county agents and growers who were to use this labor, and when the workers went into the groves, they were told by the growers that the equipment was an outright sale and the amount to be charged was from \$1.35 to \$5, with no turn-in arrangement. This situation caused a great deal of comment and confusion among the workers. I immediately went on this problem with the county agent. We contacted growers and they agreed to follow the arrangement of a deposit and refund.

4. The nurse did not arrive at the camp until Friday after camp opened on Sunday. The manager did not live at camp and was not available in early mornings when workers left for jobs or when they returned in the late afternoon. Naturally the problems of the workers occurred either at leaving time in mornings or on their return from the groves.

5. With the assistant State labor supervisor of Florida Extension Service, I went to Lake County Friday morning to check on the 97 Negro workers recruited in west Tennessee. We completed arrangements about deposit on pick sack and clippers with the county agent and growers, thus avoiding a repetition of misunderstanding with these workers. Negro workers were housed and fed in growers' own quarters and we found that the rate per week that growers were going to charge them ranged from \$6 to \$10 per week. We explained the basis upon which these workers were recruited was that meals and room were not to exceed \$1.25 per day in cost. Also, we pointed out that the amount charged by each grower for meals and room should be the same in order to prevent dissatisfaction among the workers.

6. We also had to remind the growers that these workers were recruited to pick oranges, grapefruit, and tangerines and that they would have to be given the refusal of this work before he asked to do other work in groves and on farms.

May I take this opportunity to indicate my appreciation for the courtesies extended and the fine spirit of cooperation shown on the part of County Agent K. C. Moore, of Orange County, and his assistants, and R. E. Norris, county agent of Lake County, and the headquarters staff of Florida Extension Service in working out the problems referred to above.

In summary, if the agricultural extension service of Tennessee is to continue to recruit workers for out-of-State placement, it should not be done until we: First, have definite memorandum of working conditions in writing with assurance that the State to which these workers are going has notified their county personnel and the farmers where workers will be employed of these employment conditions; and, second, that the feeding and housing of workers be so supervised as to provide at least the kind and quantity of food Tennessee workers are accustomed to at home.

Very truly yours,

PAUL M. HORTON,
Assistant to District Agent in Emergency Farm Labor.

COOPERATIVE EXTENSION WORK IN
AGRICULTURE AND HOME ECONOMICS.
STATE OF ALABAMA.

Auburn, Ala., December 31, 1943.

Senator CARL HAYDEN,

131 Senate Office Building, Washington, D. C.

MY DEAR SENATOR HAYDEN: This is a reply to your letter of December 27 to me. As a State extension director I have never sought the farm-labor job for the extension service. I do not now seek it.

It is my belief, however, that one agency should handle all of it, including intrastate, interstate, and foreign. I believe that experience to date reveals the wisdom of this position.

Since House Joint Resolution 208 assigns the job to one agency, I agree with it, because of the position as stated above.

Sincerely yours,

P. O. DAVIS, *Director.*

W. R. OGC.

PHOENIX, ARIZ., January 17, 1944.

Director of Research, American Farm Bureau Federation,

Munsey Building, Washington, D. C.

At the annual meeting of the Arizona Farm Bureau Federation, a complete discussion of the farm-labor situation was held. It was the general sentiment that farm-labor conditions this year were decidedly improved, due to the efficient operation of the Extension Service. However, the presence of other Government agencies dealing with the same objective caused red tape, buck-passing, and inefficiency, thereby increasing labor costs and loss of manpower, which in turn created a decrease in the value and yield of crops and goods. The above thought was responsible for the adoption of the Arizona Farm Bureau Federation Resolution No. 16, which requested that all responsibility for the handling of agricultural labor be given to the Agricultural Extension Service, together with the removal of all other agencies now interested. The above resolution carried unanimously.

ARIZONA FARM BUREAU FEDERATION,
EARL MAHARG, *Executive Secretary.*

Mr. O'NEAL. Now, Mr. Chairman, I have here Director Miller, of Minnesota.

Senator NYE. Mr. Chairman, before Director Miller undertakes his testimony, may I ask if this statement concerning your amendments carries with it an explanatory note and the reasons for support of the amendments?

Mr. O'NEAL. Yes.

STATEMENT OF PAUL E. MILLER, DIRECTOR OF EXTENSION SERVICE, STATE OF MINNESOTA

FARM-LABOR PROGRAM

Mr. MILLER. In appearing before your committee, I should like to make it clear that I am speaking only for the Agricultural Extension Service in Minnesota; and, in addition, I would like to give you my personal viewpoint after a year's experience in directing the farm-labor program in a Midwest State.

This bill you have under consideration is of the utmost importance to our farmers, and, although the total appropriation is not large when compared with the substantial sums appropriated for other agricultural purposes, it will assist in finding a partial solution to the farmer's No. 1 problem; namely, getting sufficient farm help to reach 1944 food production goals.

PROBLEM IS ESSENTIALLY A STATE PROBLEM

I would like to emphasize that the answer to the farm-labor program in a State like Minnesota must be found largely within the State itself. We had some foreign workers in 1943, but essentially it is largely a State problem. It is also a county and community problem.

This was true in 1943 and it will again be true in 1944. In our State it means recruiting local people already employed, to work part time on farms during the peak periods of crop production and harvest. It calls for organization in every town and village, for patriotic support of local people, and a resolve on their part to see that crops once produced are harvested and saved.

WORK OF MINNESOTA STATE EXTENSION SERVICE IN HANDLING FARM-LABOR PROBLEM

Thus, in Minnesota during 1943 the State extension service took the leadership in organizing county farm labor committees in every agricultural county. These committees were appointed by the county boards of commissioners. They include both farmers and townspeople, and it was their job to keep in touch with the farm-labor situation in their counties, to know the needs, and to make appropriate recommendations to the State director of extension.

In each trade center a similar farm labor committee was organized to have jurisdiction in the immediate trade area. Each trade center committee appointed a volunteer placement officer, who received the farmers' requests for help and filled them, insofar as possible, from local sources. When local resources could not fill the need, help from outside the community was provided.

All of this organization was under the direction of the county agent, who had the assistance of a farm-labor helper, made possible through funds provided for in Public Law 45.

NUMBER OF PRISONERS OF WAR AND JAMAICANS USED IN MINNESOTA

Thus Minnesota farmers were able to produce and harvest the 1943 crop without calling for outside help, with the exception of 1,350 Jamaicans who worked in the canning crop areas, and 2 prisoner camps of 125 men each, which were contracted for by 2 large growers.

Senator HAYDEN. How many men did you get from those camps?

Mr. MILLER. We got 125 from each camp.

Senator HAYDEN. So you had a total of 250 prisoners of war?

Mr. MILLER. That is right.

Senator HAYDEN. And 1,350 Jamaicans?

Mr. MILLER. That is right.

Senator HAYDEN. What labor did you have from out of the State?

Mr. MILLER. We had no labor other than these workers from out of the State except those contracted for by the beet-sugar and canning companies on their own initiative. We moved a large number of workers in the State from county to county, but we had no interstate workers from this program.

We think this is a creditable record in taking care of the emergency labor needs of upward of 200,000 farmers. And I might add that Minnesota stands at or near the top in production of dairy and poultry products, in hogs, corn, oats, hay, potatoes, and flax, in addition to substantial acreages of canning crops, sugar beets, hemp, and vegetables.

NUMBER OF PLACEMENTS MADE BY MINNESOTA STATE EXTENSION SERVICE

Altogether, 102,226 farm-help placements were made through the State extension service. These included 66,786 men, 5,389 women, 29,333 nonfarm youth, and 718 married couples. These figures do not include foreign workers and war prisoners. And I may point out that the cost of this service in public funds was surprisingly low. Minnesota was given an initial allotment of \$200,000 from funds provided by Public Law 45. At the close of the year approximately one-half of this amount was unexpended.

I believe the record made in Minnesota is not much different from that of other States in this respect. Both farm people and the public appreciate that a fairly good job was done in the handling of the intrastate labor program in 1943, which Congress made the responsibility of the Extension Service.

I have heard rumors to the effect that the Extension Service has been or may be dominated by some one farm organization in handling the farm-labor program. Speaking for Minnesota, I can assert that no organization and no special interest attempted to interfere with the administration of the program. The very fact that the program was largely in the hands of the local people themselves made any such interference impossible. On the other hand, we received the wholehearted support of every organization and agency of the State and Federal Government, and of every civic group.

Now we are looking forward to 1944. Based upon the experience of the past year, it should be possible to build an even more effective program and to use wisely the money that Congress may provide for this purpose.

HANDLING OF FOREIGN, INTERSTATE, AND INTRASTATE FARM LABOR SHOULD BE CONSOLIDATED IN ONE AGENCY

To bring this about, it is my judgment that the two programs heretofore administered by the Office of Labor and the Extension Service—the former dealing with interstate and foreign labor, and the latter dealing with intrastate labor—could well be consolidated into one program and administered by one agency in cooperation with the State extension services. After working with this program for the past year, I am convinced that such integration would make for greater economy and efficiency and for better service to the users of the labor provided. It would make for more direct action, which is needed in emergencies if results are to be obtained.

Within the State, by the people in the State, the State extension director is held accountable for the farm labor program. Whether he has full authority or not, local people look to the county agent for action and through him to the State director of extension. They do not differentiate between local labor, interstate labor, or foreign labor, when they want help. Thus the situation has been that while being held responsible by our farmers, we lacked the full authority to discharge that responsibility, except as it could be passed on to some other agency.

It is difficult for the public to understand such a situation. They cannot understand why the State extension director should not be

responsible for the direction and supervision of interstate and foreign labor, if it is his responsibility to certify the need in the first place. Consequently, the users of this labor continued to contact the State extension office throughout the season, with almost every question that arose with reference to the management of this labor. The State department of health and other agencies did likewise.

When we got these foreign workers in the State, the very next day the State department of health was on my telephone wanting to know if they had been examined for contagious diseases, and with a great many other questions. I said I didn't know the answer, and they said, "You are responsible for the labor program in the State, and you ought to know." My reply was that these workers were brought in through the Office of Labor, but that I would try and furnish the desired information. After about a week's time, we got a partial answer that did not satisfy them.

In Minnesota, the Governor, by executive order, named me as director of the farm labor program; and, very naturally, every question pertaining to farm labor came to my desk. We worked closely with the Office of Labor. But they were in Washington, their regional representatives were not in the State, and it was hard to get the answers in sufficient time on a good many questions.

QUESTION AS TO IMPORTATION OF FOREIGN LABOR BY EXTENSION SERVICE

Senator HAYDEN. Let us see how it would have been if you had the system proposed. How would that work?

Mr. MILLER. If we would have the system proposed here, I would assume the State extension director would carry out the authority of the Federal act in handling foreign labor. He would be responsible in the State, instead of having someone come in from outside the State and administer those responsibilities.

Senator HAYDEN. The only reason there can be for that is that the foreign government, which permits its nationals to come here, as in the case you had, of the Jamaicans, that Government insisted it was dealing with the Federal Government, and the Federal Government must be responsible for the care of its nationals while they worked in Minnesota. You could not have gone away from Minnesota and recruited them; that had to be done on a Federal level.

Mr. MILLER. That is right.

Senator HAYDEN. They had to be transported from Jamaica to the United States, and from the port of entry to Minnesota.

Mr. MILLER. That is right.

Senator HAYDEN. And that had to be on the Federal level.

Mr. MILLER. That is right.

Senator HAYDEN. If the responsibility of the Federal Government ceased when they crossed the Minnesota line, and it became your responsibility, then the Jamaican Government would have to look to you rather than to the Federal authority.

Mr. MILLER. Speaking to that point, I am a cooperative employee of the United States Department of Agriculture. I hold an appointment in the United States Department of Agriculture and, as such, I assume that I am responsible to the War Food Administrator in administering the directives that come to me from his office. Ac-

tually, I cannot quite see that point that Federal control is lost in dealing with a State extension service. Maybe I don't understand it.

Senator HAYDEN. I merely repeat to you what the foreign government thinks about it.

Mr. MILLER. Yes.

Senator HAYDEN. They say "this is our citizen; we are interested in his coming to the United States and we want him to get work and be treated right when he is there, and then we want him to come home. We look to one agency to do that, and that is the Federal Government."

Mr. MILLER. Quite so. They must look to the Federal Government. In practice, however, the States must assume much responsibility. For example, in our State the agencies using foreign labor furnished their own housing. One of them was not too well equipped at the start. Now, where did reports come concerning this situation? They came directly to my office. We went and looked it over, though we did not have the full authority. Very naturally we wanted to assist the office of labor in every possible way. Since the extension director is a cooperative employee of the United States Department of Agriculture I assume he is responsible for Federal legislation within the State to the Federal Office of Extension, and through this office to the War Food Administration.

Senator HAYDEN. I am merely pointing out the view of the foreign government. If the foreign government is not satisfied that its nationals are not going to be well treated in this country, it will not let them come here and you will not get the labor.

Mr. MILLER. Very naturally.

Senator NYE. Let us stay on that just one moment. Had you had the authority in the instance where you were confronted with the poor housing condition, you could have corrected that condition before it was corrected?

Mr. MILLER. I think, if we had the authority before the Jamaicans came in, we would have been down there and surveyed that situation and said, "These are the things you have to do before these people come in."

Then, within the State, the people within the State naturally like to deal with some responsible authority in the State on these matters, whether it is a representative of the Federal Government or the State government.

NEED FOR FLEXIBILITY IN PROGRAM

If outside labor is needed, I am convinced that it should be integrated with local labor supplies, and that its use should be flexible in order that seasonal and weather conditions will not impede its most efficient use. For example, if workers are imported by the canners, those same workers should be available for corn detasseling, grain harvesting, vegetable harvesting, or other emergency needs if and when they are not needed by the original contractor. Administration of this program within the State should make such a procedure possible.

Of course, that would all have to be in compliance with the contracts between the Federal Government and the foreign governments. But here is the situation: If you have 500 Jamaicans employed by

the Minnesota Valley Canning Co., and you get a period of time when they are held up because of cold weather, and the pea harvest is late, is there any reason why those same foreign workers could not work for other farmers and save other crops that are needing help at that time?

I think such situations can be worked out within the State, in a manner that is agreeable both to the foreign government and to the States in making the fullest use of that labor once it is up here, and keep in line with the provisions of the contract.

Senator HAYDEN. Let me make it perfectly clear to you, that as to labor brought from one place to another in the United States, I think you are 100-percent correct, that no question can be raised; that if a laborer is brought from Arkansas to Arizona to work in the crops there, and the particular job he is to do does not happen to be at hand, and his efforts can be devoted to something else, there is no question about that and you are perfectly sound on that.

Mr. MILLER. Actually, this was done with the Jamaicans in Minnesota. In slack periods they were farmed out in some instances to farmers to shock grain. I assume it was handled properly. I think it would have been more desirable if the county agent had had some responsibility to see that those Jamaicans were assured that working conditions and other contract provisions were carried out.

Senator OVERTON. Let me ask you this question, which I assume you are in a position to answer: Has the Extension Office a set-up here in Washington corresponding to the Labor Office in the War Food Administration, so as to handle interstate and foreign labor?

TRANSFER OF OFFICE OF LABOR TO EXTENSION SERVICE

Mr. MILLER. That is a question, Senator, I cannot answer for the Washington Extension Office; but I would assume that this bill would mean that you would take that set-up now in the Office of Labor and move over that portion needed to handle the contracting and the movement of foreign labor, to the Office of Extension.

QUESTION AS TO DIFFERENCE IN COST OR EFFICIENCY UNDER PROPOSED CHANGE

Senator OVERTON. If that were done, what would be the difference in cost or in efficiency?

Mr. MILLER. This is just my personal opinion, you see, but our Washington Office of Extension has supervisors coming out of Washington, into the States, supervising our local labor program and giving us advice, consultation, and overhead supervision. Why could not the same people traveling out of Washington do those chores on the foreign-labor program?

Senator HAYDEN. They could, if they were qualified to do it.

Mr. MILLER. This is not so terribly complicated that they could not be qualified. Or add personnel from the Office of Labor and let those men supervise our local labor program, also.

Senator McKELLAR. How many are there altogether engaged in this work, in looking after the foreign labor, now?

Mr. MILLER. I cannot answer that. I don't know about that set-up.

Mr. O'NEAL. I think it is in the record.

Senator McKELLAR. I don't recall whether the figures were put in.

Mr. O'NEAL. They put the amount of money in there, but not the other figures, perhaps.

Senator McKELLAR. If they are not in, I would like to have the figures put in, if any of you gentlemen can get them.

Mr. MILLER. And, following up your question, in the State, certainly the same overhead we have that moves around in the counties on this labor program, could handle the foreign end of it in our State.

Senator McKELLAR. The county agents, I know, should be able to determine any difficulties on the part of the foreign labor in my district.

Mr. MILLER. Local situations get to him in a hurry.

PERSONNEL IN OFFICE OF LABOR

Senator McKELLAR. It has been called to my attention that Colonel Bruton testified [reading]:

We have about 109 people in the Office of Labor.

Under this new arrangement you propose, how many would we have?

Mr. O'NEAL. That is just in the office here, Senator McKellar. I know I talked to Marvin about it, and he said he misunderstood the amount allocated for headquarters here. I think he said \$200,000, and I said the farmers had no objection, "if you need a bigger force in Washington." But I understood it was \$400,000.

Mr. OGG. That was our understanding, that the bill provided \$400,000 for combined overhead. If there is any doubt about it, we think it ought to be clarified.

Senator McKELLAR. Yes; I wish you would clear up that doubt.

Mr. OGG. I think the main place the savings would occur would be in the field. Where the Office of Labor maintains regional offices, they would be all abolished, and all of the activities in the field, with the exception of a few supervisory employees here, would be handled in the State.

Senator McKELLAR. I find the figures here, reading a little further:

Senator McKELLAR. You have 109 people here in Washington?

Colonel BRUTON. Yes.

Senator McKELLAR. And how many in the various States?

Colonel BRUTON. There were 1,364 Federal field employees as of December 31. That includes 43 on part-time basis.

REDUCTION IN ADMINISTRATIVE PERSONNEL UNDER PROPOSED CHANGE

What I would like for you gentlemen to give us is how many it would be necessary to have employed, in the event we change to this other method.

In his testimony, Colonel Bruton said there were 1,364 Federal field employees as of December 31. How many would there be under your plan, or how much of a reduction would there be if your plan is adopted?

Mr. MILLER. That is approximately 1 for every 80 foreign workers, is it not?

Senator NYE. That is it, about 1 for every 80 foreign workers.

Senator McKELLAR. How many foreign workers will there be?

Mr. Ogg. They plan to recruit and handle about 126,000. Last year there was a total of 100,000.

Senator NYE. Could not the Extension Service absorb all of that responsibility carried by a thousand or more labor workers?

Mr. Ogg. Yes; most of it, at any rate. Under the plan we are supporting, there would be no need for most of those 1,300 workers out there in the field.

Senator McKELLAR. That is the crux of this whole thing as far as the economy of it is concerned. You gentlemen furnish us with a statement of how many additional Federal field employees there would be to look after this foreign labor. Is there any other labor they have to look after? Tell us how many additional employees there would be for that purpose.

Senator OVERTON. Tell us how many more employees the Extension Service would have to have.

Senator McKELLAR. Yes; that is what I would like to have.

QUESTION AS TO WHETHER PRESENT FIELD EMPLOYEES OF EXTENSION SERVICE
COULD ALSO HANDLE FOREIGN LABOR

Senator NYE. The Extension Service has so-called field employees to supervise the field in which they have authority.

Mr. MILLER. They did.

Senator NYE. Could that same supervisory staff, for the most part, take care of this foreign labor, as well?

Mr. MILLER. You are asking a question I could not answer from the standpoint of the Federal office.

Senator NYE. You answer from the standpoint of your experience in Minnesota.

Mr. MILLER. In Minnesota I say we could handle it with the same overhead we now have.

Senator OVERTON. In any event, whether your plan or the present plan is continued, there has to be a central authority corresponding to the Labor Office of the Food Administration here in Washington, to handle foreign labor and the interstate movement of labor?

Mr. MILLER. And the supervision of the intrastate labor program also, bringing it all together at the Federal level.

Senator OVERTON. I cannot see where there would be any economy whatsoever as far as the central point is concerned. But the point you make is that in the field the Extension Service would not need so many additional employees as the Labor Office?

Mr. MILLER. Speaking personally, I cannot quite see why it is necessary to have one supervisor for each 80 or 90 foreign workers brought in, if that is what the record shows.

TELEGRAM FROM PRESIDENT OF NORTH DAKOTA FARMERS UNION

Senator McKELLAR I want to read a message addressed to me by the North Dakota Farmers Union, Glenn J. Talbott, president, dated January 18. [Reading:]

The North Dakota Farmers Union strongly opposes House Joint Resolution 208 appropriating \$33,000,000 to the various State and county extension services for completely handling the migratory farm labor supply because it greatly and needlessly increased the difficulty of securing farm workers during North Dakota's

critical harvest periods particularly from Southern States where surplus labor is available during the months of harvest up here.

Despite its best efforts last summer the North Dakota Extension Service, closely cooperating with the United States Employment Service and other agencies, was able to secure release by county agents of only some 5,000 workers largely in Oklahoma, Arkansas, and Mississippi. Because of this 5,600 soldiers had to be brought into North Dakota.

The new bill enormously increases possibilities of local and State political pressure and pressure of private organizations and individuals on county agents and State extension directors because it permits the extension service to turn over to private organizations and individuals the job of recruiting, training, transporting, housing, supervising, and placing farm labor. The use of Federal funds by such private organizations would open the way to all kinds of collusion, manipulation, and exploitation.

Particularly would this be true in areas where such organizations and individuals wield large influence over county agents because of the size of their farm operation and have a direct interest in keeping more farm laborers in the county than absolutely needed in order to beat down wages.

The provision providing for negotiating wage agreements at prevailing wage rates would tend to freeze wages at subnormal levels where a surplus of farm labor exists and freeze wages at abnormally high levels where labor shortages have forced prevailing wage rates up the past 2 years. Effectiveness of the extension service as an educational and action agency to help meet 1944 war food goals would largely be destroyed by making it subject to pressure groups and giving it tasks it is ill equipped to perform.

To turn farm-labor recruitment over to 43 different extension services and thousands of county agents would be the same as to permit every captain in the armed forces to place his unit where he desires. Proper disposition of armed forces in various theaters of activities and of available farm labor supply where and when needed are both necessary to the winning of the war. A line organization such as United States Employment Service working under directives of the A. A. R. Food Administration is absolutely essential in the handling of agricultural manpower. Since United States Employment Service has the organization and personnel designed particularly for this job in every part of the country we strongly urge your committee to give it the job of handling seasonal farm labor recruitment and placement.

Mr. MILLER. May I speak off the record in regard to that, for a moment?

Senator McKELLAR. Yes.

(A discussion followed off the record.)

Mr. O'NEAL. That telegram, Mr. Chairman, is hitting you in Tennessee. I happen to know they mobilized there and got a lot of the crops out of the way down near Memphis and Little Rock, and they did quite an unusual thing. We have not been accustomed to sending large groups. You would not need any Mexicans, Senator Hayden, if you can get a response like that. There were 5,000 people who went up there in North Dakota and they had a terrible time getting transportation for them, the Extension Director said, and they fooled around and what not.

Another story, if you want to see a record of it, they went up in Maine, and there was a picture of it in Louisville, of an 80-year-old woman who went up to Maine to pick up potatoes, and she made \$14 a day. The pay was fine, but they didn't like eating fish all the time. They wanted some cornbread and a little greens. But they did that job in a marvelous way.

Why Talbott wants that to go into the record, I do not understand, because the southern people went up there and made more money than they would make down at home; but they went up there and did the job.

Senator McKELLAR. And they really helped?

Mr. O'NEAL. They really did; yes, sir.

Senator McKELLAR. All right.

SEPARATE ADMINISTRATIVE AND SUPERVISORY SET-UPS FOR CAMP MANAGEMENT

Mr. MILLER (resuming statement). Then it hardly seems necessary to have two separate administrative and supervisory set-ups for camp management, one for intrastate workers by the Extension Service and another for interstate and foreign workers by the Office of Labor, as has been the case during the past year. Within the State, at least in our State, I believe the same overhead that handles the intrastate program could also handle the outside workers.

DETERMINATION OF SURPLUS LABOR IN A COUNTY BY THE COUNTY AGENT

In the recruitment of surplus workers for intrastate and interstate use, it is the county agent who must determine the extent of their availability, and organize to get the job done. When you get down to the county, it is the county agent who knows whether there are surplus workers out there, and about how many of them there are, and who they are.

ESTABLISHMENT OF DEFINITE LINES OF AUTHORITY

At the State level, one agency should assume the responsibility, and likewise it makes sense to me that one agency should be the clearing house at the national level. By so doing, the line of authority is clear, responsibility is definitely fixed, and more economical and effective results should be obtained.

USE OF PRISONERS OF WAR IN MINNESOTA

I would like to say a word or two about the situation in respect to the prisoners of war. During 1943 we used two prisoner-of-war camps in Minnesota. I would like to illustrate my point of centralizing responsibility by citing our experience in establishing these two camps. Both were emergency deals. We received urgent telephone requests from two large growers. The following day we investigated each case, determined the need, called the adjutant general's office in Omaha, presented the case, and in 2 days' time, I believe, the Army had men on the ground with authority to contract. The contracts were signed, and in a very few days the prisoners were on the job, and, I might add, they did excellent work. I don't know whether I followed procedure in these cases, but we got results and we got them in a hurry.

Senator NYE. What nationals did you have?

Mr. MILLER. Northern Italians.

Senator McKELLAR. And how many of them did you have?

APPLICATIONS FOR USE OF PRISONERS OF WAR SHOULD NOT BE MADE TO WAR MANPOWER COMMISSION

Mr. MILLER. We had 250. Now we are advised that this method cannot be used in the future. We must go through the War Manpower

Commission, who in turn negotiates with the Army. Just why this should be necessary is impossible for me to understand. I would emphatically urge that it be eliminated and the practice that worked so well in 1943 be continued in 1944.

Senator NYE. You mean they are not going to make prison help available next year?

Mr. MILLER. It means that a State extension director must go out and investigate the need and then certify it to the regional office of the War Manpower Commission, and he takes it up with the Army—why slow up the process with this additional step?

Senator NYE. I can see what the Army interest would be. After all, they are charged with certain responsibility in connection with these prisoners. I would think there would be a more direct way about it.

AMOUNT OF WAGE PAID TO PRISONERS OF WAR

Senator McKELLAR. May I ask, are these war prisoners paid the usual and ordinary rate of pay, or what is done with their pay?

Mr. MILLER. The wage, as I understand it, is the going wage. We had to determine the wage rate. We had to go out and hold hearings in those communities. But the contractor pays the wages to the War Department, and the prisoners get a fixed amount.

Senator McKELLAR. They don't get all of it, but a portion of it.

Mr. MILLER. They get a portion of it.

Senator McKELLAR. You don't know what that portion is?

Mr. MILLER. It was 80 cents, I believe.

HANDLING OF PROBLEMS LOCALLY

Here is another angle on the importance of State responsibility. You talk about bringing a prisoner camp in, and you may have opposition from local people. You understand that. Well, in one of these cases, at least, all of the local people were called together and the matter was thoroughly discussed. It was explained that bringing in these prisoners would not interfere with anyone in the community who wanted to work, that work would be given to everyone who wanted it, that it would not interfere with wage rates being paid, and it would not cut out an hour of employment for anyone who wanted to work. It was put up to the local people, and they approved it and on that basis it was done. Relationships of that kind are very important, and they are local situations.

Senator McKELLAR. How was that done? Was it done through the Extension Service?

Mr. MILLER. We work with the growers.

Senator McKELLAR. Yes.

Mr. MILLER. We like to have the local people carry the burden in handling these relationship matters.

Senator NYE. Did you have any soldier help in Minnesota?

Mr. MILLER. No, we did not.

Senator McKELLAR. All right.

NEED FOR HAVING ADMINISTRATION AND SUPERVISION OF PROGRAM CLOSE TO STATE AND COUNTY LEVELS

Mr. MILLER. In concluding, let me emphasize that my sole interest in this program is only one of making the most possible help available

to our farmers, and doing the job in an economical and efficient manner. That is what the Minnesota farmer wants. To be successful, administration and supervision must be kept close to State and county levels. With the best possible administration, our results will be negligible when compared with what the farmer is doing for himself. He has increased his production in spite of all the handicaps of labor, machinery, and supply shortages. And he has done it by working long hours and with the help of his wife and small children.

But there are critical periods when he must have additional help, and through this legislation that help should be provided in a clear-cut and direct manner with the States largely responsible for the administration and the supervision of the program, at the same time recognizing that there are certain responsibilities that must be assumed and capably discharged at the Federal level.

CONSOLIDATION OF PROGRAM IN EXTENSION SERVICE

I do not want my remarks to infer any criticism of the Federal Office of Extension or the Office of Labor. I believe they made every effort to supply every legitimate need during 1943. But I do believe that they can well be consolidated into one unified organization. Actually both the Office of Extension and the Office of Labor are under the direction of the War Food Administrator, and it would seem that the agency that has an organization that reaches into every agricultural county, and with which farmers are accustomed to work, should be the logical place to center such responsibility within the several States.

Congress can well afford to provide adequate funds, considering the importance of the job. Better too much than too little. And if the Extension Service is asked by Congress to handle all or a part of this job, their record in 1943 should be sufficient pledge that this money will be used carefully and that any unneeded part of the appropriation will be returned to the Treasury.

Senator McKELLAR. Are there any other witnesses?

Mr. O'NEAL. Mr. Chairman, Dr. Symons, of Maryland, will be brief, and we will appreciate very much your hearing him, I am sure.

Senator McKELLAR. Go right ahead.

STATEMENT OF DR. T. B. SYMONS, DIRECTOR OF EXTENSION, STATE OF MARYLAND

Dr. SYMONS. Mr. Chairman, I have no written statement. I would be very glad to answer any questions in connection with the labor problem as we experienced it last year.

Senator NYE. In a word, Doctor, has your experience rather squared with the Minnesota experience that has been related here this morning?

Dr. SYMONS. I would say it has, 100 percent. We have no quarrel with the Federal departments; we get along fine. But I think it is only sensible for us all to suggest an efficient way and a simple way of handling the foreign as well as the interstate labor.

NUMBER OF JAMAICANS USED IN MARYLAND

We had 2,000 Jamaicans, Senator Hayden, for 3 or 4 months, and they were a lifesaver, because we have a large, intensive trucking area, including tomatoes and other crops.

DESIRABILITY OF ELIMINATING DIVIDED AUTHORITY

Under the present arrangement we had almost three agencies in charge of the camps. The Farm Security owned the camps, the Office of Labor transported these men, the United States Employment Service was in the picture, and we were charged with the placement of these men. So there was at least a divided authority that I should say could easily be eliminated without any prejudice.

Senator HAYDEN. You mentioned the Employment Service.

Dr. SYMONS. Yes.

UTILIZATION OF FACILITIES OF EMPLOYMENT SERVICE BY EXTENSION SERVICE

Senator HAYDEN. We were told at another hearing some weeks ago that in 28 States the Extension Service had asked the United States Employment Service to assist them in this matter. It was purely a voluntary arrangement. If you want to utilize the services of the United States Employment Service, you can; and if you don't want to, you don't have to. Is that right?

Dr. SYMONS. Yes, sir; we used them, and we paid them a modest sum for such facilities as they had to give us.

Senator HAYDEN. And you found it advantageous to do so?

Dr. SYMONS. We found it, on the whole, advantageous. But even at that, we had that agency in the camp program and it caused some personnel difficulties.

Senator HAYDEN. Yes, I can understand that.

Dr. SYMONS. We transported three or four hundred of these Jamaicans to a fruit camp in western Maryland, and they said, "My God, Cap'n Symons, don't have so many people around running this camp."

You have to have some representation, if you are charged with the placement of these men. And it is simply, as I say, inefficient.

Senator HAYDEN. I can see from the point of view of the farmer, and from my own experience at home, that they would like to go to one man and have the whole business done there. There is no doubt about that. That is their preference. They want someone to say yes or no, that they can or cannot have this man. But, on the other hand, they want this foreign labor when they want it. The Jamaicans saved your life, and the Mexicans saved our lives.

Dr. SYMONS. That is right.

IMPORTANT THAT FOREIGN LABOR BE AVAILABLE WHEN NEEDED

Senator HAYDEN. We don't want any arrangement made here to prevent the Mexicans from coming to help us, and you don't want anything done which would prevent the Jamaicans from helping you.

Dr. SYMONS. That is correct.

Senator HAYDEN. You would rather have the labor, than not have it at all.

Dr. SYMONS. I agree with you 100 percent. We don't want any interference, in our humble opinion, with any contracts the Government is going to enter into. As a matter of fact, we had to get the contracts from the farmers, and have them guarantee they would be employed 75 percent of the time, that the laborers would be employed 75 percent

of the time and that they would be paid. So indirectly we had to take the responsibilities, without any authority as to their camping conditions and transportation.

Senator HAYDEN. It seems to me the work can be more closely integrated than it is. I don't think there is any doubt about that. But when we get a statement from Mexico that "we are not going to send any more men until we know just what your situation is; and if we like it, we will send them, and if not we won't."

Then my growers are up in the air, because they have a crop planted which they want to harvest. And you are in the same situation.

Dr. SYMONS. We are.

Senator HAYDEN. I would like to see it fixed to suit the farmers, if we can do it and still get the labor.

Dr. SYMONS. We understand, in this law, it states [reading]:

The sums so apportioned shall be available for payment to such States for expenditure by the agricultural extension services of the land-grant colleges in such States in accordance with such agreements as may be entered into by the Administrator and such extension services and subject to the supervision of the Administrator.

In other words, everything in connection with the foreign labor situation will be, under Judge Jones, delegated to me, rather than delegated to a man in Washington sent down there.

Senator McKELLAR. Let me see if I understand this. As I understand it, now, your idea is that this set-up should be made directly under Mr. Jones—Marvin Jones—as the sole head. To illustrate, if you wanted to employ Colonel Bruton to look after the foreign laborers, you could do so; but that everything is under Mr. Jones as the head of it, and Colonel Bruton would be under Mr. Jones.

Dr. SYMONS. That is right.

POSSIBILITY OF REDUCTION IN PERSONNEL UNDER PROPOSED PLAN

Senator McKELLAR. And, in addition to that, your belief is that you could use the joint service, that is, the local service and the foreign laborers under one head, so that in the administration of it, instead of having some 1,364 employees, the agents in the various counties could do a very large portion of the work that is now being done from Washington by these 1,364 Federal employees. Is that right?

Dr. SYMONS. In substance, yes; Senator. I would say, in brief, we believe that this labor problem can be handled in the same manner that cooperative extension work is now handled. We have a Federal office under which we all are cooperative. We have our cooperative service at the land-grant colleges, which is in our memorandum of agreement with the Federal office. We think the most efficient way is to use these agencies in a similar way for labor as we are now using them for extension.

Senator McKELLAR. Yes; I think the committee understands it.

Senator NYE. Mr. Chairman, one question:

EXTENT TO WHICH REGULAR WORK OF EXTENSION SERVICE HAS BEEN INTERRUPTED

How largely is this labor problem interrupting the work the Congress has authorized the Extension Service to do? The point is made

that this is interfering with the regular obligations of the Extension Service.

Dr. SYMONS. I would say, Senator Nye, that we were handicapped because we could not employ additional assistants in the war-food work. We felt that the labor problem was the No. 1 job. But they are now making available to us some additional funds so that we will be able to employ additional service.

Senator McKELLAR. The committee stands adjourned until 2:30 this afternoon.

Mr. O'NEAL. I am much obliged to you, Mr. Chairman, and I want to say the House passed our plan.

(Whereupon, at 1:10 p. m., the subcommittee was in recess until 2:30 p. m. the same day.)

AFTERNOON SESSION

Senator McKELLAR. All right, Senator Downey. You may proceed.

STATEMENT OF HON. SHERIDAN DOWNEY, A UNITED STATES SENATOR FROM THE STATE OF CALIFORNIA

VALUE OF SERVICE RENDERED BY MEXICAN LABORERS

Senator DOWNEY. I should like to say to the members of this committee that the Mexican labor which we had in California this year was most helpful and beneficial. I think that we would have had heavy losses if we had not had the labor of Mexican workers who did very good work. And their presence in California and availability were a great factor in our ability to control the wage-rates, which were at 75 and 80 cents an hour, and even a dollar and a dollar and a half for piecework.

Senator McKELLAR. How many Mexicans did you have, Senator?

Senator DOWNEY. I think about 30,000, on an average.

STATUS OF MEXICANS NEW IN CALIFORNIA

Senator McKELLAR. Now, it was testified here that you have some 12,000 left in California. What are they doing now?

Senator DOWNEY. Well, they are working principally on the jobs between the two peak seasons; and on picking oranges, too. I have here with me, Mr. Chairman, Mr. Teague, one of our prominent farmers, the head of our cooperative organizations. He is familiar with the work of the Mexicans and probably knows the problems of Mexican labor as well as anybody else, and instead of taking up the time of the committee in a discussion, I would prefer to let him handle that subject.

QUESTION AS TO NUMBERS NOW REMAINING IN STATE

Senator McKELLAR. These men were to have returned to Mexico at the end of the season for which they were employed, and it seems to me that out of about 50,000 that 12,000 of them are still here, and I was just wondering if it was necessary for them to remain in this country.

Senator DOWNEY. Oh, yes, sir.

Senator McKELLAR. Will they be required all during the season?

NECESSITY FOR ADDITIONAL LABOR

Senator DOWNEY. Yes, indeed, Senator. And, as a matter of fact, we need more than that number right now.

Senator TYDINGS. Let me ask, Mr. Teague, my recollection is that we had this same matter a year or so ago up for consideration and that you appeared before the committee at that time.

Mr. TEAGUE. I did, sir.

Senator TYDINGS. I just wanted to identify you.

Mr. TEAGUE. Yes; I did.

MEXICAN LABOR PROGRAM MAY BE READJUSTED

Senator DOWNEY. I would like to say one further thing that in the State of California, as may perhaps be the case elsewhere in the United States, there has now arisen a strong dispute as to whether or not we should continue to operate the Mexican labor program under the same procedure as we did last year, or whether we should place it exclusively in the hands of the State university extension service.

Senator TYDINGS. That is the way it is handled now.

Senator DOWNEY. The purpose was to put it in the hands of Marvin Jones and let him handle it.

Senator TYDINGS. Let him handle the foreign end under the direction of the county agents?

Senator DOWNEY. Yes.

QUESTION AS TO CONTINUING PRESENT ADMINISTRATIVE ORGANIZATION

Senator TYDINGS. The system in effect now, Senator Downey, as I recall, is the system where the State extension service in the State generally distributes this labor, has sovereignty over it more or less, but the new proposal, as I understand it, is that that be done away with entirely, or in whole, or in part, at least, and that the War Food Administration now have the chief say-so. Is that correct?

Mr. TEAGUE. No; it is the other way around.

Senator DOWNEY. Mr. Chairman, Mr. Teague is very much better advised than I am, and he could express my views as well as his own on this matter.

Senator MCKELLAR. Very well, we will hear from Mr. Teague.

Senator TYDINGS. Before you proceed, Mr. Teague, are you going to testify substantially in support of the present system?

Mr. TEAGUE. Yes, I am.

Senator TYDINGS. I just wondered so that I could follow you.

That is the system where really the State extension service runs the show?

Mr. TEAGUE. Yes, sir.

Senator TYDINGS. That is, at the State and county level?

Mr. TEAGUE. Yes, sir.

Senator TYDINGS. And at the national level, the War Food Administration runs it?

Mr. TEAGUE. That is correct.

Senator TYDINGS. And that is the system that you, as a practical man, wish to have continued?

Mr. TEAGUE. That is right.

STATEMENT OF CHARLES C. TEAGUE, PRESIDENT, CALIFORNIA FRUIT GROWERS EXCHANGE

AGRICULTURAL LABOR ORGANIZATION OF CALIFORNIA

Mr. TEAGUE. Mr. Chairman and gentlemen of the committee, my name is Charles C. Teague. I am president of the California Fruit Growers Exchange, better known as the Sun-Kist organization.

I am also chairman of the Agricultural Labor Organization of California, was during this past year, which is an organization composed of agricultural producers, representing practically every commodity in California.

This committee was gotten together, by the way, when it seemed that somebody should be taking an interest in the production of an adequate food supply for the future needs of the country.

We first got together shortly after my return from Washington a year ago last October, when I became tremendously alarmed that there was not more interest in a program of food production and determined that we at least ought to be doing something about it out there.

LABOR CONDITIONS IN CALIFORNIA

The labor conditions in California are still very critical. They promise this next year, in my judgment, to be more critical and more difficult than they were last year.

Crops promise to be larger. The great citrus crop of California is larger. Last year, for example, the apricot crop was almost a failure. This year it promises to be very heavy, from every indication.

Senator McKILLAR. I am glad to hear it, because I like them.

Mr. TEAGUE. That is fine.

Senator McCARRAN. You had some late frosts, sir; didn't you?

Mr. TEAGUE. No; it was not frost; it was a very heavy rainfall at the time that they were in bloom and that resulted in destroying the blooms.

Senator McCARRAN. What has been your experience in the last couple of years with reference to harvesting those crops, like apricots, and peaches, and the like, you have had a lot of trouble—have you not—getting labor?

Mr. TEAGUE. Not last year, but the year before, we had a lot of trouble, and the year before that, because an adequate labor supply had not been provided and we had not become awake to the necessity. There was a large quantity of crops lost; I am interested in a property, for example, where we had a 2,000-ton crop of apricots on the orchard, and we actually lost more than 250 tons that we could not harvest, and that was because we didn't have an adequate labor supply, it was because of the lack of labor and nothing else.

Senator McCARRAN. Now, who took the place of the Japs?

Mr. TEAGUE. Well, you see, the Japs have not been a factor in our labor supply for many years. We have had an exclusion act in effect which has prevented them from coming here, and before the war they had all gone into merchandising businesses, and things like that, and the ones that took their place were largely laborers from Mexico; they are naturals for that sort of work.

Senator McCARRAN. Didn't you have a number of Japs engaged, for example, on lettuce, and things like that?

Mr. TEAGUE. Oh, yes; these Japs were great fellows to get into producing for themselves, and they did get into production for themselves, and were quite a factor in the production of the vegetable crop.

NUMBER OF FARM LABORERS BROUGHT INTO CALIFORNIA FROM MEXICO

Senator McKELLAR. How many Mexicans did you use last year?

Mr. TEAGUE. The total number that was brought into California, I think, was 37,000. Is that correct, Mr. Parker? He will give you any actual data and figures that you may want; he will furnish those figures to you because he has been a part of the program out there.

Senator McKELLAR. I see.

SHORTAGE OF LABOR IN CALIFORNIA

Mr. TEAGUE. This year, as I say, crops promise to be larger. The competition from defense plants is greater; there is a tremendous shortage in labor for the great defense plants that we have out there.

School and community labor prefer to work in these defense plants, even on the same basis of wages, if they could get it, because they like to do that sort of work more than they like to do agricultural work, which requires that they work in the sun and in stoop labor, and all that sort of thing.

Now, just to show you this problem of these defense plants——

AMOUNT OF STOOP LABOR

Senator TYDINGS. How much of that labor is stoop labor that you import?

Mr. TEAGUE. Well, perhaps that is a question that Mr. Parker could answer. I have made no computation as to just what proportion is stoop labor. Stoop labor is involved in the sugar-beet production and vegetables.

Senator TYDINGS. The truck farmers?

Mr. TEAGUE. And things of that sort, sir.

Now, we do not consider the harvesting of citrus fruit, for example, as stoop labor.

Senator TYDINGS. Would half of it, in round numbers, be stoop labor and the other half the other kind?

Mr. TEAGUE. Well, I should say more than half, but that would be a guess. What would you say, Mr. Parker?

Mr. PARKER. Yes; I think that that is about right.

Mr. TEAGUE. He has been working on that directly.

Senator TYDINGS. More than half of the labor you import, then, is stoop labor needed in agricultural work?

Mr. TEAGUE. Yes; I would say that is probably true.

Senator McCARRAN. Sugar beet and lettuce—those products would come in that category?

Mr. TEAGUE. All the vegetable work comes in that class.

Senator McCARRAN. Small berries, strawberries?

Mr. TEAGUE. Yes.

EFFECT OF DEFENSE PLANTS ON LABOR PROBLEM

Now, I was just going to show you what a problem we have had with these defense plants. You see, we have got there congregated on the Pacific coast defense plants that probably exceed our population ratio by 50 percent, and that has been a bad thing for the farmers, because these defense plants have been great competitors for our labor.

Now, these defense plants and the shipyards have organized a regular house-to-house campaign for labor. They go out for this labor and solicit it.

Senator McCARRAN. Well, now, how do they solicit it?

Mr. TEAGUE. Just list up the houses and send solicitors around or agents to call on them and see if they can induce some member of the family to devote all or a part of the day to work in those defense plants.

Senator TYDINGS. Do they rely on newspaper ads, by way of illustration?

Mr. TEAGUE. They do not rely, they use them. They use every possible means.

Senator TYDINGS. In the State of Maryland, which is somewhat similar to yours, where we are way beyond our population ratio, there are ads every day, and strangely enough, those ads appear on the most prominent pages of the paper, soliciting labor for defense plants.

Mr. TEAGUE. That includes the shipyards and all the airplane plants and all of the munitions plants, they are all doing the same thing.

EFFECT OF ABSENCE OF CEILING PRICE ON PACKERS OF CERTAIN CROPS

Now, we have had another problem, the packers of some crops that are not under price ceilings, with the great purchasing power that exists in this country are now getting almost any price they want to ask for their products because there is such a tremendous demand, and they are able to go out and pay any wage they want to.

Senator TYDINGS. Name one or two of those.

Mr. TEAGUE. How?

Senator TYDINGS. Give us an example.

Mr. TEAGUE. Well, for a long time lettuce was in that class. I cannot give you the list now, as they have been taking them off the list gradually, but we had quite a long list of them at the beginning of the operation last season.

Senator TYDINGS. Some are still that way, are they not?

Mr. TEAGUE. Some are still that way. I would not be able to tell you all of them, you see, I am describing the situation that existed last year that we had to contend with that made it most difficult because they were getting such fancy prices for their stuff that it didn't make any difference what they paid in wages, they could exceed the defense plants.

Senator TYDINGS. I was just asking you how many there were of them.

Mr. TEAGUE. I do not have the list. We could get it for you.

Senator HOLMAN. Let me get your point, if you please.

You are stating that certain concerns are getting a higher price regardless of what the consumer gets for his product.

What is your point? I did not get it.

Mr. TEAGUE. My point is just this: That if you are operating a farm and growing a product that had no ceiling on it, see?

Senator HOLMAN. Yes.

Mr. TEAGUE. And you are shipping that product, the demand is so tremendous for it, there not being enough to go around you can get almost any price you want to ask for it, and the result is that if you are producing a product that has a ceiling, there is a limit beyond which wages cannot go, and pay it, the producer of crops under ceiling cannot compete with wages those not under ceiling can pay.

Senator HOLMAN. My experience is just the opposite, I have information from producers just the other way.

Senator TYDINGS. But, Senator Holman, for example lettuce might have a price ceiling and another product might not have.

MARGIN BETWEEN PRICE RECEIVED BY PRODUCERS AND DISTRIBUTORS

Senator HOLMAN. Let me quote something that came to me in the mail this morning, which is a letter from a farmer, and in that letter he says:

I brought 20 dozens of No. 1 eggs and was paid 35 cents per dozen. While I was buying groceries I saw these same eggs sold for 59 cents a dozen.

Mr. TEAGUE. Well, that deals with too great a margin, you see, between what the producer got and what the distributor got that sold the product to the consumer.

We have that same thing existing on citrus fruit. Take today our oranges return about \$3 on the tree to our producers. Now, on the other hand, under the ceilings that are permitted under O. P. A.—up to the present the price of oranges to the consumer will run from \$9 to as high as \$10 a box because of the margins that have been permitted under O. P. A. to the handlers in between. Of course, freight and packing charges are also included in the consumer's price.

But out of our \$4 f. o. b. the packing house we have got to pay the cost of labor of picking and packing and hauling and on the farm, the cost of cultivating and spraying, fumigation, and all of the other incidental things that come with the growing of a crop, irrigation and insect control of all kinds, making altogether a tremendous cost that we have, not only in labor, but all these other items that we have got to pay.

EFFECT OF SHIPYARDS AND DEFENSE PLANTS ON LABOR PROBLEM

Senator TYDINGS. And you have to compete with the shipyards for labor, don't you?

Mr. TEAGUE. We get about a third of the consumer's dollar, and, as you say, that is a fact on the coast that we do have to compete with the shipyards.

Well, I think that I had better go on, we are getting off the track here. Perhaps if I might be permitted, Senator, to make my statement, which is not long, and then if you gentlemen wish to ask me any questions, I will be glad to answer them if I can, and then my time is yours, any time you want.

Senator MCKELLAR. All right, go ahead.

Mr. TEAGUE. All right, sir.

I was speaking of these defense plants soliciting our labor, and also the competition that we had from products that were not under price ceilings where there was a demand in excess of the supply.

They are able to get an unlimited price and can pay any price for labor.

APPROPRIATION MADE BY STATE OF CALIFORNIA FOR LABOR RECRUITMENT AND DISTRIBUTION PROGRAM

We had in California this last year a labor recruitment and distribution program. We had in the State what was known as the State food and fiber bill, under which was appropriated \$1,800,000 to help in this labor program, because we were tremendously concerned with it. I do not think any other State has made any appropriations in that regard that I have heard of.

The principal function of that organization was to deal with matters of housing, transportation, and equipment. It was operated by a farm producers' committee or board, I think there were seven of them on the council, and Mr. W. B. Parker was the director of it.

EFFECTIVENESS OF PROGRAM CARRIED ON BY WAR FOOD ADMINISTRATION

Now, at the Federal level we had, under Public Law 45, the War Food Administration, which operated lately under Colonel Taylor, and Colonel Bruton who succeeded him, and, in my opinion, they did a remarkable job, and I think that opinion is concurred in by all of the fellows out there in California that had anything to do with employing agricultural labor that I know anything about.

They did a remarkable job, particularly in their dealing with the foreign labor and that was largely their function in our case.

In some other States they dealt with the transfer of labor, movement interstate from one State to another, but in our case there was no movement of that kind, I think it all came from the Mexican nationals.

EFFECTIVENESS OF WORK CARRIED ON BY EXTENSION SERVICE

Now, at the State and county level, operating under this Public Law 45, a splendid job was done by the extension service.

We had a very able extension director there, Mr. Crocheron, and a well-organized service, and they did a fine job. They cooperated with the board of education in the organizing and training of school children, and they did a great job in organizing the community labor, and in the distribution of these 37,000 Mexican nationals that were recruited by the War Food Administration.

All of these agencies worked in complete harmony and cooperation, and as a result of this cooperation and able administration, a job was done that seemed well-nigh impossible at the beginning of the season. The crops were all harvested this last year with no loss to speak of.

The delayed rains in the fall, which usually come earlier, helped out, had they not been delayed we might have gotten some of the late crops caught and not harvested.

Senator TYDINGS. May I ask you, if it had not been for the rains which you say cut down the volume of the crops, would you have had, under the program, sufficient labor to have gathered it all?

Mr. TEAGUE. Well, we were scraping bottom, I should say, even with the delayed rains, and I think there would have been considerable loss if the rains had come earlier.

Senator TYDINGS. That answers it.

Mr. TEAGUE. Yes, sir.

VALUE OF SERVICE RENDERED BY FARM LABORERS FROM MEXICO

The Mexican nationals proved to be life savers in our situation. Yes, sir; literally life savers. Without them, the job could not have been done. They did not displace any school or community labor. Everyone who wanted to work had a job and many women and people unaccustomed to the hardship of agricultural labor worked from patriotic motives, Senator, and I know that that is true as to many of these people who were not physically able to do that kind of work, all sorts of patriotic appeals were made to them.

USE OF THOSE IN MILITARY SERVICE FOR FARM WORK

Senator TYDINGS. Did you have any help from the military services?

Mr. TEAGUE. There was some applied for, but so far as I know it was not used.

Mr. PARKER. That was about 600 soldiers for a short period of time up in the Tule Lake territory used to get out the potatoes.

Senator TYDINGS. That is all right. Go right ahead.

TYPE OF WORK DONE BY MEXICAN LABORERS

Mr. TEAGUE. Now, with the exception of a few nationals who were first imported from Mexico City, you see they brought in some pretty bad characters at the beginning of the game, the Mexican nationals proved to be fine workers. We had some seven thousand, for example, in the citrus industry, and we had an organization where we kept them going all the time so that there was no idle time, we had an organization within the citrus organization just to keep them going and we kept them going practically throughout the whole period of the contract.

Without these Mexican nationals this essential crop could not have been harvested without great waste.

APPROPRIATION ALLOWED BY HOUSE NOT ADEQUATE

I am greatly disturbed that House Joint Resolution No. 208 has had the appropriation cut below that recommended by the Budget Committee and Colonel Bruton, labor administrator, by some \$8 000,000.

Senator TYDINGS. How does that compare with last year, proportionately?

Mr. TEAGUE. Well, now, I haven't the figures here. Mr. Parker goes into the detail of it. I can furnish them, but they will be just a duplication of what he is going to tell you, sir. And if you will, let him give you the details of that story.

Would that be satisfactory?

Senator TYDINGS. Yes, sir; but I thought maybe you would cover it.

Mr. TEAGUE. I have it here, but he covers it.

Senator TYDINGS. Do not bother.

Mr. TEAGUE. I am satisfied that the recommended appropriation was not high enough. They were made in the belief that a large percentage of the nationals imported last year would remain over to this year and a large proportion, or a considerable number, did remain over, but they had hoped that a larger proportion than did remain over would remain.

In the able administration of Colonel Bruton, I am satisfied that no extra money in excess of that needed will be spent. He is just that kind of an administrator.

California's director of the extension, Mr. Crocheron, told me that as much or more money would be needed for recruiting community and school labor than was spent last year, inasmuch as the problem will be more difficult because of the increased competition for labor and because of the increased crop production, and if there was any cut in the recommended appropriation it would come off of the money spent for importing other nationals.

RIGHT OF APPEAL DIRECT TO WAR DEPARTMENT FOR USE OF PRISONERS
OF WAR

It seems to me also that it is important that an amendment be made so that the agency which administers the bill, be it the Extension Service or the War Food Administration, whichever you gentlemen finally determine——

Senator HOLMAN. You are not making any recommendations on that?

Mr. TEAGUE. I speak of that a little later, sir; but whichever organization it may be, it should have the right to appeal directly to the War Department for prisoners of war or soldiers in encampments for emergency labor.

This is not labor that should come under the jurisdiction of the Manpower Administration. It has already been allocated to the Army. It is under its jurisdiction, and going around through Manpower makes for delays that may be fatal in some instances.

Now, I might just give you a case in point. Last year our great raisin crop, and we grow raisins extensively and the whole crop was out of doors where the raisins are spread in the sun to dry. They were placed on paper trays, in some cases wooden trays. The Weather Bureau predicted that within 48 hours there was to be a storm and advised all of the growers to get their raisins under cover. Now, that was a tremendous job to do, to get the wooden trays piled up, and the paper trays gathered in, because a small rain will completely spoil the raisin crop. This crop is an essential war product and it has all been commandeered by the Army; they have taken the whole business because of its advantageous form, don't you see; it is not going into civilian use at all.

Well, they made an appeal to the Army for help and they were advised that they had to go around through Manpower. They went around to Manpower and they were delayed. Finally, I believe, they got the order that the War Department could let some of these fellows go to do this job.

Well, fortunately, the Weather Bureau was wrong and it did not rain, but had it rained that crop would have been ruined, just for the lack of getting prompt action on a request for labor.

I just give that as an illustration of emergencies where, if you can go to the War Department direct and can get these men at once without having to go through Manpower, time will be saved vital to saving of crops.

QUESTION AS TO TRANSFER OF CONTROL OVER FOREIGN AND INTERSTATE
LABOR TO EXTENSION SERVICE

Now, when I came to Washington I brought with me a letter written after conference with Director Crocheron, who is director of the California Extension Service, which seemed to have some arguments worth considering, for the transferring of it over at both the Federal and State county levels to the Agricultural Extension Service, combine the whole thing there.

I am entirely friendly with the Extension Service; I think it is a great organization and I am a member of the California Farm Bureau Federation, too, and I have been for a great many years.

After arriving here, I saw a couple of letters written by Judge Marvin Jones, the Food Administrator, and Colonel Bruton, his Labor Administrator, opposing this transfer and giving many good reasons why it should not be done.

Since that time I have had two extended talks with Colonel Bruton and he has convinced me that the transfer should not be made. I believe Colonel Bruton testified before this committee, did he not?

Senator McKELLAR. Yes; he did.

Mr. TEAGUE. And also Marvin Jones.

Colonel Bruton and his predecessor, Colonel Taylor, have given us a remarkably able administration.

In the beginning of importation of Mexican nationals, they were recruited by the Farm Security Administration, at the initial or beginning of the master contract with Mexico, and they gave ample evidence during the time that they were administering it that they did not want to make the arrangement work or they did not understand the great needs of the country, or that they wanted to operate it on some kind of a social objective basis, for they only brought in about 5,000 during the first year although they had the right to bring in a very much larger number.

Their conception of the Mexican contract seems to be that it was for social reform rather than for the relief of an acute food and fiber program in wartime.

All of this was changed when these courageous War Department men took over.

As rapidly as possible these troublemakers were removed. None of them any longer remain in an administrative position or where, for that matter, they can affect the program. A few of them, I think, are in clerical positions, but I am informed that even that is being organized so that in the future the Farm Security Administration will have nothing to do with the program whatever.

POSITION ON HOUSE JOINT RESOLUTION 208 AS PASSED BY HOUSE

I am satisfied that in California among employer groups there are few, I would say practically none of the employers of any great importance who would favor House Joint Resolution 208 in its present form.

If they thought that they would lose the services of Colonel Bruton and his staff, they certainly would not favor the bill.

They had a big meeting since I left California, of this same group that I usually call together, and they passed a resolution favoring House Joint Resolution 208, but they add on to the resolution "provided Colonel Bruton and his staff can administer the program."

Senator HOLMAN. Will that resolution be submitted to us?

Mr. TEAGUE. I do not know whether it will or not. I do not have it.

Have you a copy of that resolution, Mr. Parker, that you could submit?

Mr. PARKER. Yes, I have one that I am going to present.

Senator TYDINGS. To be specific, Mr. Teague, are you advocating the bill as it is before the committee?

Mr. TEAGUE. The present bill as it is before the committee?

Senator TYDINGS. Yes.

Mr. TEAGUE. No; I am not. I will reach that in a moment.

Senator TYDINGS. I only wanted to get it in the record; that is all.

Mr. TEAGUE. Yes; all right.

INADVISABILITY OF TRANSFERRING DUTIES OF THE OFFICE OF LABOR TO
EXTENSION SERVICE

Now, it is tragic to me that we have got to go through the same controversy that we had last year over the enactment of Public Law 45 and that is the situation we are getting in.

This is a time when we should all be pulling together to make any necessary money available and as speedily as possible so that plans for mobilization and recruitment of an adequate supply of labor may go forward that we may be assured of an abundant harvest and that all of the crops be saved.

It is argued that the Extension Service is under the War Food Administration and that any arrangement necessary could be made by Administrator Jones.

It is enough for me to know that after nearly a year's experience both the Administrator and his Labor Administrator, Colonel Bruton, do not think it practical to transfer it all over to the Extension Service.

Now, that is enough for me to know, when these men that have been running the thing are satisfied and satisfactory as they have been, I cannot see any point in enacting a law that will require that it be operated by the Extension Service when Colonel Bruton is not a part of this Extension Service.

POSSIBILITY OF REDUCING NUMBER OF EMPLOYEES BY SUCH A TRANSFER

Senator McKELLAR. The argument on the other side as presented by the witness who came before us this morning testified that there were

1,364 employees under Colonel Bruton who are sent out to watch and look after the foreign laborers that were employed.

Now, he contended, and those associated with him contended, that all that work could be done much better, and a great deal of the work that the War Food Administration did, by turning that work over to the county agents of the various counties of this country that are using the labor.

If that is true, why not join them now?

In other words, the purpose of this is not to get an appropriation to be expended for as many people as possible, but it is to get an appropriation that will help the farming industry.

HANDLING OF FOREIGN AND INTERSTATE LABOR BY EXTENSION SERVICE

We all have every confidence in the county agents, we all have confidence in them, we all know about them.

Mr. TEAGUE. Yes.

Senator McKELLAR. And know about their good work; they are right on the job; they are there all the time; they are engaged in a part of the day's work that they knew, and it was claimed that the greater majority of the work of these 1,364 employees could be dispensed with, and both classes of workers, both the local labor and the foreign labor, could be looked after by the county agents, and looked after much better.

Now, what have you to say as to that?

Mr. TEAGUE. Well, of course, I do not know, sir, as to what has taken place in other States, but I am familiar with what has taken place in my own State of California.

Senator McKELLAR. Yes, sir.

Mr. TEAGUE. And it is my opinion that there has been no waste of labor by Colonel Bruton's organization there.

Senator McKELLAR. It is not a question of waste of labor, but 1,364 Federal employees that are being sent out all over the country looking after foreign labor that has been employed.

That is the question.

Mr. TEAGUE. Well, I only know this. I know that these men that have operated under Colonel Bruton have operated and performed the Federal function.

Senator McKELLAR. Yes, sir.

Mr. TEAGUE. Which has to be performed.

I do not believe that you would get any economy by dealing with each State separately whereas the present program of the Food Administration is to operate this thing with seven regions, they have seven regional set-ups.

Senator McCARRAN. Do you not already have an established set-up that has been in existence for years in the Extension Service through the various county agencies and with this present form of administration you have a brand new set-up with all these employees for only a part of the work.

Senator McKELLAR. The Federal Extension, this is the argument that they make, the Federal Extension Service is now doing all that is required, that is, within the State, and a part of that. I believe, where it is interstate, and that we have a set-up here in Washington and in

7 regional offices looking not after the great body of the work which is local, but looking after the 50,000 foreigners that are brought in here.

Now, if that is true, 1,364 people at the present salaries paid those people amounts to a good deal of money, and it is our duty to look after the Government's interest and to look after the interests of the people.

Now, what would a district office, for instance in, I don't know where your district office is located; where is it?

Mr. TEAGUE. In Los Angeles.

Senator McKELLAR. You have a regional office in Los Angeles?

Mr. TEAGUE. Yes.

Senator McKELLAR. Now, they have six others. To my mind, I can not understand how a regional office could do this kind of work any better. I just do not understand it.

Mr. TEAGUE. Well—

Senator McKELLAR. We do know that this work has been well done by the Federal Extension Service, by the county agents.

COUNTY AGENTS NOT EXPERIENCED IN HANDLING FOREIGN LABOR

Mr. TEAGUE. The county agents, however, sir, have had no experience.

Senator McKELLAR. Neither have the 1,364 men that have been taken from Tom, Dick, and Harry, nobody that knows anything in the world about it, there is no evidence before this committee that a single one of those 1,364, except Colonel Bruton, is competent for the job he has.

Mr. TEAGUE. I can say that a lot of them are, from my personal knowledge.

Senator McKELLAR. Well, Colonel Bruton showed himself to be a very competent witness and a very able man.

Mr. TEAGUE. Well, I know a number of them that he has recruited; for example, he has to have some men to maintain the proper relations with these Mexican nationals, people that can talk the language, that can keep them satisfied with their contract so that our relations with Mexico will permit us to continue to get these nationals. They are pretty touchy; if you don't handle them about right, you have a lot of trouble.

It takes some men that know how to deal with them correctly.

Senator McKELLAR. But does he have that kind of men?

Mr. TEAGUE. He has the men now that have the qualifications that the ordinary county agent does not have.

Mr. McKELLAR. But no experience in it before. Haven't you been dealing with Mexican labor a long time in that part of California?

Mr. TEAGUE. The employers have but the extension service has not, they are not employers.

Senator McKELLAR. The extension service in my State, they are familiar with anything in the world that comes out of the ground or represents anything that comes out of the ground, as familiar as any man there.

Mr. TEAGUE. Yes; but they have never had anything to do with the handling of labor that approaches the situation that must face the farmer.

Senator McKELLAR. Yes; and they have demonstrated so often that the whole country, I think, is behind them in saying that they have done a remarkable job, and I want to say to you that while this has been an experiment, I think it has been a very great success.

Mr. TEAGUE. I think from the distribution at the level of the State, it has, but there are a lot of other functions that have to be performed at the Federal level.

Senator McKELLAR. It is just a question of getting that foreign labor here, but the idea that it takes 1,364 men and 7 regional offices in the United States to look after the friendly relations between foreign labor and the domestic employers is, to my mind, very difficult to comprehend.

What is their job besides that?

Mr. TEAGUE. Well now, there is a question again, if you will—

Senator McKELLAR. Well, you said that you did not think that that was all of it. I understood you to state that that was a part of it and I answered it by saying that if we were paying 1,364 men to carry on the kind of relationship, that new relationship between certain Mexicans and the employers, what other jobs have the—

Mr. TEAGUE. At least in Colonel Bruton's office there is all the agencies for recruiting the labor in the countries from which they recruit them; it is all probably included in your figures.

I do not know which part of their organization has all of the arrangements for transporting men from State to State and back again.

NUMBER OF EMPLOYEES IN WASHINGTON AND IN THE FIELD

Senator McKELLAR. They have 109 people here in Washington looking after that and those 1,364 are distributed and running around the country from regional office to regional office to find out what they are doing and how well they are doing it, and passing upon the kindly relations that exist.

Mr. TEAGUE. Well, it is a tremendous job, sir, to keep these nationals working in a happy understanding. They do not understand the people of this country, none of them speak English, most of them have never been here before and it is some job.

Senator McKELLAR. What do they do now to keep the Mexicans happy?

Mr. TEAGUE. Well, for example, if any farmer has any difficulty with his boarding conditions, or with his lodging conditions, a part of their job is to send a fellow in there to straighten that out, otherwise maybe you will lose all of the men, they have got all of those conditions to meet.

Senator McKELLAR. A farm agent could not do that?

Mr. TEAGUE. I question it very much.

Senator McKELLAR. All right.

Mr. TEAGUE. Because they do not speak the Spanish language.

Senator McKELLAR. Do you know how many of the 1,364 speak the Spanish language?

Mr. TEAGUE. No, sir; I do not. I think you can get that information, no doubt.

Mr. McKELLAR. Yes, sir; I will get it.

Mr. TEAGUE. And the exact function that every member of his organization performs, and I have got enough faith in him as an ad-

ministrator to think that he hasn't got anybody around not necessary to perform any part of the job.

Senator McKELLAR. Mr. Teague, we started this thing last year as an experiment, and it was very carefully worked out, gone over very carefully, and there was no provision for it to be put in two parts, but it just grew up largely into two parts.

Mr. TEAGUE. No, no.

Senator McKELLAR. What law provided for two parts? I did not so understand it when it was passed, I thought it was all under Mr. Jones and I still have that view, but my secretary knows so much more about this than I do, that I take his word for it.

What I want to say is that I, and I believe every member of this committee, is highly in favor of doing the very best we can to increase the crops for the coming year. That goes as a matter of course.

We want to give you every possible aid in securing labor, but it is our duty at the same time to look after the interests of this Government.

Mr. TEAGUE. I hope so.

Senator McKELLAR. And when this organization comes back and tells me that they have not spent all the money that they could have used up to the present, I think they have some \$8,000,000 left, but that they have spent all that they have in establishing this enormous set-up of 7 regional offices and 1,364 men, that makes me wonder what my duty is toward my Government when we allow that kind of expense, and so far as I am concerned, I am frank to tell you my mind is perfectly well made up, I want to know what the facts are.

Mr. TEAGUE. That is right.

Senator McKELLAR. This morning I had a very different view of it from what I have had during the day. It seems to be unquestionable that somebody must explain before we pass this bill who these 1,364 men are and where these regional offices are and how much each one costs, what they are doing, how many of these employees speak the Mexican language, and how many of them settle the differences, and so on.

What we want to know is the facts, we do not want to know anything about the need for the service, because we all realize that it ought to be done, we want to do it in the best way; we want to do it in the most economical way; and simply because we are at war is no reason why we should recklessly throw away the money of the people.

Mr. TEAGUE. I suppose you realize, Senator, that merely the clerical part of keeping track of this under the law and making the returns that have to go back to the Mexican Government, is quite involved, when you think of the 40,000 men, it is quite a job.

Senator McKELLAR. Well, all right, let's take this office here, we have 8 men, I believe, in it, and we take care of a good deal of business in this office, and I believe that any careful and prudent man can take 102 men here in Washington and do all that work, they have got 102 men here in Washington.

Mr. TEAGUE. Well, I am not here to discuss with you as to the——

Senator McKELLAR. The economy of it.

Mr. TEAGUE. The economy of that administration, except insofar as falling within my notice here.

Senator McKELLAR. Yes, sir.

Mr. TEAGUE. That part of it which has fallen within my notice and within my observation led me to think it has been very economically administered.

Senator McKELLAR. But of course you do not know how many people are employed in Los Angeles, so you do not know whether a single one of them speaks the Mexican language.

Do you know that any one of them speaks Mexican?

Mr. TEAGUE. No; I cannot say.

Senator McKELLAR. Do you know of a single arrangement that has been advanced there of your own knowledge?

What we want is the facts. We want you to tell us that these 1,364 men are the only men in the United States that could perform this service, and if you could tell us that, that would be one thing, but you cannot tell us about them.

Mr. TEAGUE. No; I submit, sir, I have very great confidence in the administrator to handle this thing.

Senator McKELLAR. Yes; he has been before us.

Mr. TEAGUE. I know well, and I am convinced that these people have an organization of men that are necessary on the job.

Senator HOLMAN. Do you feel that he would dismiss any unnecessary or incompetent employees?

Mr. TEAGUE. Yes; I think he would, sir. I think he is that kind of a man.

NEED FOR ADDITIONAL FOREIGN LABOR IN CALIFORNIA AT THIS TIME

Mr. TEAGUE. I am hoping that whatever you do and whichever way you decide, that this thing shall be administered so that we can get prompt action. I think delays are most serious because take out there with us, for example, our great citrus harvest is on.

As I say, I have been hoping that whatever action you do take can be taken without too much delay, because every month there is a greater proportion of these products that are coming on for harvest.

We are a great vegetable-producing State, as you know, and this problem is going to be more acute, it takes time to set up these recruitment stations and the staff and bring these Mexicans in.

Senator McCARRAN. Has there been any time a lack of labor from this source since this plan was set up?

Mr. TEAGUE. There has not been in the last year. I think it has been very well handled and that Mexican nationals have been brought in to make up the shortage of other labor.

Senator McCARRAN. In other words, the money was available and Congress has acted with reasonable promptness?

QUESTION OF NEED FOR ADDITIONAL FUNDS

Senator HAYDEN. I would like to ask this, with respect to a letter that I received from the United Cannerymen, Agricultural Packers, and Allied Workers of America, with headquarters in Los Angeles:

They are urging that action be taken on this bill, but insist that the amount of money should be increased.

Now the purchase estimate is \$35,000,000; the House decreased that to \$27,000,000.

Now, I ask your judgment about the amount of money that should be appropriated. Are you satisfied with the Budget estimate; will that do the job?

Mr. TEAGUE. Are you talking to me, Senator?

Senator HAYDEN. Yes, sir; because they recommend that it be increased from thirty-five to sixty-five million.

Mr. TEAGUE. May I venture again to say that the citrus harvest is now on and our vegetables are coming on and they have increased in volume greater and greater, and if we do not start in time on labor, the labor will not be here.

If we delay and pass through the month of January, our present appropriation falls.

Now they are not willing, under that sort of an appropriation, to begin the making of arrangements for bringing in and recruiting the Mexican labor; it has stopped now.

Hence, I venture to suggest, sir, that there be just as little delay as possible in coming to some conclusion.

Senator HAYDEN. Now as to the amount?

RECRUITING OF LABOR STOPPED PENDING PASSAGE OF RESOLUTION

Senator McCARRAN. Are we to understand that the recruiting has now definitely stopped?

Mr. TEAGUE. Stopped completely.

Senator McCARRAN. So that the program of recruiting is not going on?

Mr. TEAGUE. It is not going on, sir, and it will not go on, sir, until the appropriation is made under this new legislation.

Senator McKELLAR. Well, did they stop the 12,000 Mexicans that are now working in the Los Angeles district?

Mr. TEAGUE. Oh, no.

Senator McKELLAR. Have they stopped them?

Mr. TEAGUE. No.

Senator McKELLAR. That work is going on uninterrupted.

Mr. TEAGUE. I am talking about the additional Mexican nationals that are necessary to be brought in. There is need for a very large number in addition to the ones that are there. They need to be brought here on trains.

Senator McCARRAN. By reason of the augmented crop?

Mr. TEAGUE. No; because most of the laborers that we had went back home, they are not here.

Senator McCARRAN. You had 37,500 and you have 12,000 still there, therefore you have 25,500 who have gone back?

Mr. TEAGUE. Yes.

Senator McKELLAR. And they will have to be recruited?

Mr. TEAGUE. Yes.

Senator McKELLAR. Have you made application for those men yet?

Mr. TEAGUE. Yes; the application are in and they will be dealt with by Mr. Parker who follows and has all the information on that phase of it.

Senator McKELLAR. You may proceed.

RECOMMENDATIONS FOR ADDITIONAL FUNDS

Mr. TEAGUE. Mr. Parker has all the facts with respect to it.

It is my opinion that a sum not less than \$50,000,000 should be made available. It need not be spent unless necessary, and it is not a great sum to insure the food and fiber supply for this Nation at war.

Senator HAYDEN. Your recommendation is that \$50,000,000 be appropriated rather than \$65,000,000 as recommended by this workers' organization?

Mr. TEAGUE. Yes; I have talked with Colonel Bruton, sir, and he told me that he was confident that his estimate that he put in at the time he made it was too low, but there had been some new conditions arise since that time, and he was satisfied that the amount that he put in was too low.

Senator HAYDEN. Now, there is one other question.

Senator McKELLAR. Any other questions, gentlemen?

EFFECT OF PROPOSED TRANSFER OF LABOR OFFICE ON AGREEMENTS WITH
FOREIGN GOVERNMENTS

Senator HAYDEN. Yes; one other question that I want to ask, because I know that you are familiar with the attitude of the Mexican Government with respect to the importation of these laborers.

We have had presented to this committee a memorandum from the State Department, dated January 13, 1944. It states that—

I have today received formal note from Mexican Minister for Foreign Relations regarding House Joint Resolution 208. Minister referred to the formal agreement whereby the Government of Mexico authorized the contracting here of agricultural workers to serve in the United States. He feels that if House Joint Resolution 208 becomes law such workers would no longer be under supervision of War Food Administration but subject to State authorities. He continued "as this would place the guaranties for the said Mexican workers on completely different basis it would be highly useful for my Government—before exploring the necessity of denouncing the said agreement—if you would be so kind as to inform me if the United States of America, despite the resolution, will guarantee that the workers would continue to enjoy the same rights and if in consequence the North American Federal authorities—in view of the fact that it treats of an international agreement—would continue to be responsible for the correct application thereof."

He continues:

I may add that Foreign Office is considerably concerned with the possibility of House joint resolution becoming law and if it should in any way weaken guaranties under which Mexican laborers are now in the United States there is great possibility that agreement of April 29, 1943, will be denounced.

Now, I want to ask your judgment, would the transfer of the administration of the control over Mexican workers from the Office of Labor, the way it is administered now by Colonel Bruton, to the State extension service, create difficulty that will prevent importation of Mexicans?

Mr. TEAGUE. Well, that is a difficult question to answer. I would think that if Colonel Bruton was still in charge through some arrangement with the Extension Service, it might not interfere, but it takes time to build up confidence with these people, with the officials of the Mexican Government, they are touchy, they are difficult to deal with, and Colonel Bruton has their complete confidence, and

I am not at all sure that Colonel Bruton would keep on with this thing if this bill goes through, you cannot tell.

Senator McCARRAN. Well now may I ask you right there—

Mr. TEAGUE. May I finish the answer to the Senator's question?

Senator McCARRAN. Yes, certainly.

Mr. TEAGUE. The War Department, I understand, has twice asked Colonel Bruton to return to the War Department.

Whether or not they would ask him to continue in this capacity if this thing were transferred, of course, I cannot say, but the main thing that I am interested in is that Colonel Bruton continue this thing because he has done such an excellent job.

Senator HAYDEN. Well, your testimony then is that the appropriation that the Congress has made and the way in which it has been administered has been satisfactory to the producers of agricultural products in your State?

Mr. TEAGUE. Yes, sir.

Senator HAYDEN. That being the case, you do not want to run the risk of any change.

Mr. TEAGUE. Well, particularly inasmuch as Colonel Bruton himself and Marvin Jones, the Administrator, who himself would be the administrator even if a new bill comes in, because the Extension Service is under War Food, and both of these men have testified—

Senator HAYDEN. That is not the testimony before this committee. The testimony before this committee, by Mr. Wilson of the Extension Service, is that he interprets the action taken by the House which provides that the money appropriated must be expended by the Extension Service here in Washington; in other words, that that does away with the labor office control over the money.

In other words, Marvin Jones' authority is restricted. He now can use Colonel Bruton, he can use the Extension Service, he can use anybody that he thinks best to use.

This bill narrows it down and says that this appropriation of money must be entirely under the control of the Extension Service, headed by Mr. Wilson, F. M. Wilson.

Now, Mr. Wilson construes this act to mean that in the administration of that money he shall delegate greater authority to the extension—to the State extension organizations in the actual management and control of this foreign labor.

That raises the question in the mind of the Mexican Government: "Will our nacionales get the treatment that they have heretofore, and if they are not going to get that treatment, we do not want them to come?"

I have made this same inquiry of the extension director from Maryland, who said that their life was saved by the importation of laborers from the Bahamas, and that is a parallel situation to that of the Mexicans.

He said that it is much more important to get them; that is the main thing; and then after you have gotten them, can you save some money or operate it in a way to make it more satisfactory.

Do you agree with him that that is of prime importance; that first we must have this outside labor to harvest the crop?

Mr. TEAGUE. I think that is right.

Senator HAYDEN. And that lack of it means that it will not be produced?

Mr. TEAGUE. Yes, sir.

PRESENT ARRANGEMENT WORKING SMOOTHLY

Senator HOLMAN. May I make comment right there?

Mr. TEAGUE. Yes, sir.

Senator HOLMAN. I gather from your testimony that you believe Colonel Bruton has exemplified a particular genius for handling this work successfully. Is that correct?

Mr. TEAGUE. I think so, yes, sir; and the courage to do it.

Senator HOLMAN. And my own correspondence has been such as to lead me to believe that the people in my area are satisfied and very well pleased with the way in which the act is now being administered. So the question arises in my mind, why the movement to change something that seems to be going ahead satisfactorily?

What has prompted this House amendment of a bill that seems to upset the going arrangement?

What is the movement? Ordinarily we do not change anything that is running along all right.

You would like to have the present set-up continue and function in the way it is functioning. Is that really the burden of your evidence?

Senator McCARRAN. The last argument, of course, is economy, and that is the most convincing argument, if it be true.

In other words, in this present situation, if working smoothly, is working at too great an expense, why of course you would not like to continue it, would you?

Senator HOLMAN. No; providing that it did not impair the results. I am for economy. I am for economy, and the way I figure this thing out, there is a Federal employee for about every 40 workers, which seems to be a rather high proportion.

Have you finished your testimony?

Mr. TEAGUE. Yes, sir.

Senator HOLMAN. Mr. Chairman, may I be permitted to make some record here?

Senator McKELLAR. Proceed.

RECOMMENDATIONS OF CITIZENS IN IDAHO AND OREGON

Senator HOLMAN. Senator Thomas of Idaho has sent to me a group of citizens from his section of the country and from southeastern Oregon who are interested in the beet-sugar organization. And after a conference with them I have asked them would they submit in writing their observations and recommendations.

They have done that. It is very short, and I would like to submit it for the record; in fact, I would like to read it, unless it will serve the purpose of the committee to put it in the record here.

Their observations and recommendations are [reading]:

Re: House Joint Resolution 208.

The original Resolution No. 205 carried an appropriation of \$31,100,000, plus the amount of the carry-over from the act of April 29, 1943 (Public Law 45), to equal an appropriation of approximately \$35,000,000.

We recommend that the original appropriation contained in House Joint Resolution 205 be written into House Joint Resolution 208 for the following reasons:

1. The sugar-beet acreage, for which a large part of this labor is recruited, was very light in 1943 (about 65 percent of 1942).

2. This year, with the very critical need for more sugar (from beets), plus the reasonable assurance of higher prices for sugar beets, it is certainly desirable and reasonable to expect a larger acreage of sugar beets to be planted. From 650,000 acres in 1943 to the desired acreage of 950,000 acres in 1944 would require approximately 35,000 additional laborers.

3. Close to \$20,000,000 was required to carry out the purpose of this public law in 1943, and the program was not well under way until late May or early June. \$31,100,000 plus the carry-over of 1943, would allow spending at a lower rate than last year, and the program may easily be expected to be larger this year of 1944.

4. For these other essential war food crops, all canning vegetables, beans, and potatoes, our sugar beet workers are an absolute necessity. The harvesting of canning peas, snap beans, tomatoes, dry beans, potatoes, etc., all comes at a time of in-between seasons of sugar beet work. This not only provides the full-time work for our sugar beet workers, but the work of these laborers is a requirement if our country is to produce the desired acreage of these much needed war food crops.

5. Of the 52,000 Mexican national laborers recruited for agricultural labor in 1943, it was expected that about 20,000 of these could be held throughout the year. Only about one-half this number were held here, thus adding an unexpected 10,000 more workers to be recruited this year.

6. A large part of this program was handled this past year by the loaned services of the agricultural extension forces and free or part-time services of other workers. The same amount of free help is hardly possible to expect during 1944.

Section 3 (a) of House Joint Resolution 208 allows only \$200,000 for expenditure by the Administrator for administrative expenses in the District of Columbia. This is far less than 1 percent allowed for administrative purposes, and is far out of line with the costs of other programs for administrative purposes. We wish to recommend that lines 10 and 11 be stricken in section 3 (a) and that the following be inserted in its stead, "for expenditures, of which not to exceed 2 percent of the amount appropriated in the resolution shall be available for administrative expenses in the District of Columbia." Again, in section 3 (c), line 25 should read, "not more than 2 percent of the combined sum," etc.

Now in section 4 (a), this we consider to be a very dangerous paragraph in the law. This makes it possible for the county extension agent to prevent any exchange of labor between counties or between States, however much the exchange is desirable. This whole paragraph (a) is so unjust and dangerous that it should be stricken in full. It is much to be preferred to strike this paragraph in total, but if an alternative is needed, then it would be far more desirable that this option be left up to the State director of extension or to some qualified member of the War Food Administration.

STATEMENT OF W. B. PARKER, DIRECTOR, CALIFORNIA FARM PRODUCTION COUNCIL

CALIFORNIA FARM PRODUCTION COUNCIL

Senator McKELLAR. State your official capacity first.

Mr. PARKER. Director of the California Farm Production Council, established by the California Food and Fiber Act.

Senator HAYDEN. That is a State organization?

Mr. PARKER. That is a State organization; yes, sir.

Senator McKELLAR. Do you work for the State of California?

Mr. PARKER. Yes, sir.

I am appearing before this committee on behalf of farmers of California who have spent some time analyzing the facts set forth in the hearings before the Subcommittee on Appropriations, House of Representatives.

RESOLUTION ADOPTED BY MEETING CALLED BY AGRICULTURAL COMMITTEE OF CALIFORNIA STATE CHAMBER OF COMMERCE RELATIVE TO H. J. RES. 208

At a meeting in Berkeley, Calif., on January 7, 1944, called by the agricultural committee of the State chamber of commerce, the following resolution was unanimously adopted:

Be it resolved, That this group of growers endorses Resolution 208 with proviso that the appropriation shall be raised to approximately \$50,000,000, or to an amount adequate to provide sufficient agricultural labor to produce the maximum quantity of food and fiber throughout the Nation in 1944; and be it further

Resolved, That the Extension Service absorb within the program, the services of Col. Philip G. Bruton, Director of Labor, War Food Administration, Office of Labor, William A. Anglin, regional director, War Food Administration, Office of Labor, and experienced members of their staffs.

At this meeting there were approximately—

Senator McKELLAR. Just one moment. You mean to say that your organization endorsed this bill as passed the House, with the amendment that you suggest and with the recommendation that they keep Mr. Bruton and somebody else?

Mr. PARKER. The regional director, and take over such experienced members as may be needed in the consolidation.

Senator McKELLAR. That is what I wanted. Go ahead.

Mr. PARKER. At this meeting there were approximately 75 farmers representing the various organizations that were set up for the purpose of employing Mexican labor in California in 1943.

I have brought this up to date. I know what the appropriation called for, but they estimated that the carry-over was only four millions. Now it turns out to be slightly over \$6,000,000.

ESTIMATE OF 1944 NEED FOR INTERSTATE AND FOREIGN LABOR

The War Food Administrator's estimate of need for interstate and foreign labor for 1944 is 127,000 workers, of which number 67,000 is foreign laborers imported into the United States. The War Food Administrator also estimated that there would be 20,000 foreign workers remaining in the United States throughout the year, leaving a total of 32,000 workers to be imported in 1944. Of the 67,000 foreign workers, 52,000 would be Mexican nationals. The picture today is quite different than it was when the estimate was made, and is as follows: There are approximately 14,000 Mexican nationals remaining in the United States and not 20,000, which means that to come up to the War Food Administrator's estimate of the total need for 1944 we must import at least 6,000 or more, probably 10,000, beyond the number set forth in the budget for Mexican nationals.

LABOR NOT BEING RECRUITED NOW

Senator McKELLAR. You haven't started recruiting yet?

Mr. PARKER. No, sir; they start recruiting as soon as it is apparent on the advice of the solicitors of the Department of Agriculture that they could not enter into contracts to bring these people here when they did not have the money to take them home with.

Senator McKELLAR. All right.

ADDITIONAL LABOR NEEDED BY SUGAR BEET FARMERS

Mr. PARKER. This, however, is not the whole picture, as we have learned since the Administrator's estimate.

The sugar-beet farmers in the United States are being asked by the Government to make a material increase in acreage, and even should this acreage increase not occur, but should we have a normal yield on 1943 acreages, the sugar-beet acreage in 1944 would take several thousand more workers to harvest the crop than were used in 1943, as the sugar-beet yield in 1943 was in the United States about 65 percent of the 10-year average, and the acreage in 1943 was 67 percent of the 10-year average.

Now, may I make that clear? What I mean by that is this: In case we don't plant more acreage in 1944 than in 1943, it is going to take several thousand more workers, because we only had a 65-percent yield this year, only had a 67 percent of a 10-year average acreage.

The 10-year average acreage is 833,000, while in 1943 this was only 552,000 acres. The Government is now asking for 900,000 in 1944. The State of Michigan estimates that it will need 12,000 more workers in beets in 1944 than were used in 1943.

In 1942 the State Department of Agriculture estimated that in four of our largest crops we lost 70,000,000 pounds of food and fiber due to lack of harvest hands. This accounted, we believe, for the 7 percent less acreage in 1943. We had 102,000 less acres of sugar beets and 63,000 fewer acres of cotton. A prospective shortage of harvest hands affects morale and reduces plantings.

NUMBER OF MEXICAN FARM LABORERS USED DURING 1943 IN CALIFORNIA

California used approximately 37,000 individual Mexicans in 1943, with a peak of approximately 26,000 at any one time.

Senator McKELLAR. Twenty-six thousand was the most at any one time?

Mr. PARKER. Yes, sir.

Senator McCARRAN. I don't catch that differential.

Mr. PARKER. I will explain, sir.

We have the problem of harvesting the year 'round in California. After our Mexicans had earned what they thought was sufficient funds, at times they became homesick and wanted to go home. They went home and had to be replaced by others.

(A discussion followed off the record.)

Mr. PARKER. Is that clear now, sir?

Senator McCARRAN. Thank you very much.

REDUCTION IN ROW CROPS

Mr. PARKER. We used this many although there was a reduction of our row crops of approximately 7 percent below the 1942 acreage; 1943 production of annual row crops was 5,534,900 tons from 9,951,957 acres, while in 1942 the production was 5,694,700 tons from 10,737,660 acres. Our growers harvested 3 percent less tonnage from 7 percent less acreage in 1943 than in 1942.

The reason for that was we lost so much in the fields in 1942. This year we got it all harvested. I don't think we lost anything but

asparagus. I will explain later on what crops we would have lost had we had normal crops.

Senator DOWNEY. Why did you lose it in the field; because you did not have the help to harvest it?

Mr. PARKER. Exactly. Our truck-crop acreage in 1943 was 514,000 acres compared with 564,000 acres in 1942. This is also a 7-percent reduction, and no comparable tonnages can be calculated because of incomparable types of production units. I feel safe in saying this reduction in acreage was due to the inability of farmers to foresee a sufficient source of harvest labor at planting time. California's farm production in 1943 was worth \$1,592,000,000 or one-thirteenth percent of the estimated national total farm income of \$21,800,000,000. These figures on crops and yields are based upon the annual summary of the Federal State Crop Reporting Service.

NEED FOR ADDITIONAL APPROPRIATION

We are informed under the Budget estimate as it was originally presented that California would get only 23,000 Mexicans at any one time, and on the basis of House Joint Resolution 208, of course, the number would be substantially less than that. We estimate about 18,000 or approximately 50 percent of our estimated needs would be available if the amount of money suggested by House Joint Resolution 208 is all that is appropriated.

TOTAL 1943 PLACEMENTS IN CALIFORNIA

In 1943 California had total placements from June to October of 264,297. A placement is a job filled through referral of workers by the various farm-labor offices. Of these placements, 188,529 were men, 32,070 were women, and 43,698 youth under 18 years of age. The different individuals used to fill these placements were 108,523 men, 23,370 women, and 28,305 boys and girls. They do not include any Mexican nationals used. I cite these figures for the reason that I want this committee to know that we have scraped the bottom of the manpower barrel to the extent that we are now using, and have been all summer, penal inmates from San Quentin and Folsom prisons to help do the work.

We have on file requests for 10,500 Mexicans for immediate work, and they are not available because recruiting has ceased.

We have the largest orange crop in the history of the State of California, and we cannot get pickers to take care of it, and, unless we have action by the Congress immediately, spoilage of the fruit is inevitable.

Senator HAYDEN. That is on the basis of the \$50,000,000 estimate mentioned in the resolution you read?

Mr. PARKER. Yes.

Senator DOWNEY. For the whole 12 months?

Mr. PARKER. The answer is "Yes."

REASON RECRUITMENT HAS STOPPED

I explained awhile ago they had stopped recruiting on the advice of the Solicitor, because the law says they should be returned to Mexico.

There are no funds to return them. You cannot operate legally when you are knowingly—almost knowingly—violating the law.

INCREASED PRODUCTION IN 1944 REQUESTED OF FARMERS

Now, to come back to our 1944 needs, farmers have been asked by the Federal Government to increase our production by about 4 percent. In addition to this, we were asked in 1943 to harvest all of our raisin variety grapes that could be harvested as such for raisins. This put an increased load on the harvest help in August and September of about 500,000 tons of green grapes more than were normally harvested in this period for this purpose. Prior to the request for converting into raisins this tonnage was shipped fresh and was harvested earlier. To give you some idea of this great increase in the need for manpower, we harvested over 1,500,000,000 tons of green grapes in 1 month and put them on trays and into dehydrators in order that there might be an abundance of this type of dried fruit for the Army and civilian use. We did this as well as harvest our other crops and it is assumed we will be asked to do the same thing in 1944.

Last year, we had a 60 percent cherry crop, a 25 percent apricot crop, and an 80 percent peach crop. Cherries are picked in May and June; apricots ripen in June and July; and peaches have to be thinned during this period. Had we had normal crops last year in these three fruits, two of them of great value to the Nation as sources of food would have gone to waste through lack of harvest help and inability to thin it at thinning time.

NEED FOR ADDITIONAL FARM LABOR

We appreciate the fact that no one can accurately foresee what is going to happen in agriculture in any given area due to weather conditions which are not predictable months in advance. We do know, however, that the farmers in this Nation have practically responded to our Government's request to increase production. They have done this under handicaps so well known to all of us that it is not necessary to review them. Nevertheless, our farmers know that it is an economic waste of production factors, which are now critically short, to plant crops and bring them to harvest and then let them rot in the fields when there is a definite foreseeable shortage of farm help.

BUDGET ESTIMATE DOES NOT PROVIDE SUFFICIENT FUNDS FOR IMPORTATION OF FOREIGN LABOR

It cannot be successfully shown that the present budget estimate will bring in enough foreign labor to take care of the national requirements when we consider the fact that it is estimated another 1,600,000 able-bodied civilians will be added to the armed forces and war industries. Of this number it is estimated 100,000 will be taken from the farms of America. This type of farm labor now being drafted is working approximately 13 hours a day and is the most skilled agricultural force left on the farms. I think it is a conservative estimate to say that for each of these farm boys drafted, it will take 1½ workers to replace him.

STATEMENT BY PRESIDENT OF CALIFORNIA FARM BUREAU ON NEED IN
CALIFORNIA FOR MEXICAN LABORERS

The President of the California Farm Bureau recently said:

Representatives of the War Food Administration have pretty well assured farmers throughout the State that the Mexican Government will permit 75,000 Mexicans to come to the United States during 1944 and the farmers are, therefore, using that figure as the amount that will be available, but I question whether that may be an adequate number in view of other factors and so we should consider this number the minimum for use in California. The farm labor problem will be much more serious here in 1944 than it was in 1943 or 1942. Some of the reasons for this are as follows: We are a definite war area and with the war moving during 1944 from its larger emphasis on the Atlantic to the Pacific coast, it will greatly increase competition for more workers in all of our industries and this will include agriculture. There is a shift on the basis of required need in agricultural production which requires a greater amount of labor. We are hoping to materially increase plantings and production which of itself will take more labor.

When I appeared before the meeting called by the State chamber of commerce, previously referred to in which the War Food Administrator's budget was analyzed, those in attendance immediately wanted to know what they should do under this anticipated reduction of farm laborers. I advised them that it was their duty to plant to the limit of their capacity to produce, because I had every confidence that our Government recognized the seriousness of food production and would not let crops rot in the field as they did in 1942.

NEED FOR INCREASE IN AMOUNT OF APPROPRIATION

It was recently stated in several of our national magazines that food production would be the big fight on the home front in 1944. I am certain you all concur in this thinking. To produce food requires large numbers of physically fit men which are not now to be found in the United States, and our farmers know it.

NUMBER OF WORKERS NEEDED FROM MEXICO

For this reason, they are asking that, instead of a total of 32,000 Mexicans being brought into the United States, funds be provided to bring in whatever amount of help is necessary and procurable, and which they estimate to be 70,000 workers from Mexico alone. This is an increase above the War Food Administrator's estimate by 18,000 and this, plus the 6,000 that have returned to Mexico that were not expected to return, leaves an increase of 24,000 above the War Food Administrator's budget estimate.

COST OF IMPORTING A LARGE NUMBER OF LABORERS FROM MEXICO

To bring in this additional amount of Mexicans would cost at least \$5,500,000 based on last year's cost of importing them. This, added to the present estimated budget makes a total of approximately \$47,229,000. Certainly a \$2,771,000 safety factor is not too much when the nature of agriculture is considered plus the possibility of getting additional farm machinery so that a greater acreage can be cultivated. Crops do not wait for legislation and I am certain the money will not

be spent by the Administrator of the War Food Administration unless the need actually exists.

It should be understood that this request for farm workers is in no sense a subsidy for agriculture. It is certain that there are two groups in this country that will not go hungry no matter what happens. They are the Army and the farmers. We are all guilty of reducing the food supply for we all eat and it is, therefore, necessary that this problem be considered as one of the most serious facing this Nation, as a shortage of food would certainly increase black markets and cause inflation no matter what other steps might be taken in an attempt to avoid inflation.

I mean by that, people must have the money to eat with. If food gets outrageously high, everything else has got to go up.

Our farmers do not want to see runaway food prices nor do they want cheap labor. They want a balance between the two and this can be secured only through abundant production with ample labor.

FARM WAGES IN CALIFORNIA

In conclusion, may I state that farm wages in California this year varied from 50 cents to \$1.25 an hour, and at the present time pruners on my own farm doing piece work are earing from \$11 to \$15 in an 8-hour day. The lowest agricultural wage in California is now 60 cents per hour.

Senator McKELLAR. Any questions, gentlemen?

AMOUNT OF APPROPRIATION REQUESTED

Senator HAYDEN. I wanted to ask him something with respect to just what we can do.

Now, one is: You certainly want us to allow the budget estimate. And you recommend an increase of \$15,000,000 above it.

Mr. PARKER. Yes.

POSITION RELATIVE TO PRESENT PROGRAM AND ADMINISTRATIVE ORGANIZATION

Senator HAYDEN. That is the money. Now, as to machinery by which that money shall be expended, are you satisfied with the present arrangement and should we let it alone, or should we make the change?

Mr. PARKER. Well, this group that I told you about, that we called together, they were the associations that were set up to employ Mexican laborers. We went through this thing with a fine-tooth comb and they adopted the resolution which said they are in favor of House Joint Resolution 203, with a proviso that Colonel Bruton and his trained staff and William Anglim and his trained staff be incorporated into the personnel of the extension service.

Senator HAYDEN. That is what bothered me all along. They keep saying, in these various resolutions, adopted and made a part, that they want to streamline the organization. They want to get it all under one head. Yet they all say that there are two problems, one on the State level, the recruitment inside of the State; as you have

demonstrated you have done very successfully with the Extension Service in California. You combed the cities and towns and got everybody. That, everybody agrees, is all right, just the way it is. Then there is this problem at the Federal level, of bringing workers from one State to another, which, it is admitted, you could not send an extension director from Arizona over into Arkansas to do the recruiting. It has to be done through somebody at the Federal level. Furthermore, it has to be at the Federal level to contact with a foreign government.

Now, under either scheme, then, there must be two organizations. One within the State, handling the local situation, and a Federal organization here. The only change that the House resolution makes in that is the provision that Marvin Jones, the War Food Administrator, must utilize none other than the Extension Service at the Federal level. Then you want to amend that by saying that if that is done the Extension Service shall take Colonel Bruton's organization into itself; is that right?

Mr. PARKER. Yes.

Senator HAYDEN. Well, then, you are dealing exactly as we are now.

Senator DOWNEY. We are back where we started.

Senator McKELLAR. Maybe reading the first section of the bill will help us.

That there is hereby appropriated, out of any money in the Treasury not otherwise appropriated, the sum of \$27,000,000, which sum, together with the amount appropriated in the Act of April 29, 1943 (Public Law 45), shall be merged into one fund, to remain available until December 31, 1944, and to be expended by the War Food Administrator (hereinafter referred to as the "Administrator"), appointed pursuant to Executive Order Numbered 9334, dated April 19, 1943, for assisting in providing an adequate supply of workers for the production and harvesting of agricultural commodities essential to the prosecution of the war.

MAJOR CHANGE PROPOSED IN HOUSE JOINT RESOLUTION 208 AS PASSED BY HOUSE

Senator HAYDEN. That is exactly the way we passed the bill last year. That is, the only change, Mr. Chairman, is on page 4.

Senator McKELLAR. Yes. Read page 4.

Senator HAYDEN. Page 4 provides:

The funds appropriated by section 1 and not apportioned to the Administrator among the several States—

we will provide for that later—

shall be—

the way the House allows it—

allotted by the Administrator to the Office of Extension, War Food Administration, for expenditure, of which not to exceed \$200,000 shall be available for administrative expenses in the District of Columbia.

The way we passed it last year said—"shall be available for expenditure by the Administrator"—so the difference is that the Administrator, under the way we passed it last year, could use his own judgment, take any agency anywhere in the whole Department of Agriculture to do it. He could, if he wanted to, utilize the services of the Office of Extension. But that discretion under House Joint Reso-

lution 208 is taken away from him, and he can only allot the money to this one agency. Then the recommendation is that, having made the allotment to this one agency, that agency should take in the labor office and run it.

Senator McKELLAR. Let me call your attention to this language. Under this language, on pages 1 and 2, and on 4, Mr. Marvin Jones has the absolute control of the money appropriated, whether \$35,000,000 as asked in the estimate or \$50,000,000 as suggested by the witness. He can do exactly what your committee of farmers asked him to do, employ Colonel Bruton, if he thought Colonel Bruton was the best man. No reason in the world why he can't do it. Colonel Bruton would be under Mr. Jones, the head of the organization, instead of running an independent establishment. That is the only difference it would mean. It would mean one establishment, and he could undoubtedly employ Mr. Jones or have him transferred to his department for this purpose.

And who is the other man?

Mr. PARKER. Mr. Anglim. He is the regional director.

Senator McKELLAR. There is no reason why he could not employ him in some capacity. I think the regional director, whatever it may be, he could appoint him in any capacity he pleased. There is no reason or limit upon him doing it.

Senator HAYDEN. I cannot agree with that.

Senator McKELLAR. Yes; by section 1; and not by the Administrator among the several States.

Senator HAYDEN. Shall be allotted by the Administrator to the Office of Extension, nobody else.

Senator McKELLAR. He could go ahead and set up his own organization.

Senator HAYDEN. No; he has no choice under this act.

Senator McKELLAR. By section 1; and is not apportioned to the States.

Senator HAYDEN. Well, the apportionment to the States.

Senator McKELLAR. But it does not require it at all; oh, no.

Senator HAYDEN. The difference between \$17,500,000 and \$27,000,000.

Senator McKELLAR. You have got \$10,000,000 there to put in the set-up, or \$9,500,000.

Senator HAYDEN. Read the bill, Mr. Chairman.

Senator McKELLAR. Now, he can take that \$8,000 000, and certainly he could appoint Colonel Bruton—and who is the other individual?

Mr. PARKER. Mr. William Anglim.

Senator McKELLAR. He could appoint Mr. William Anglim. It is just a question of whether you want a higher arrangement or have one of the differentials, that is all.

Senator HAYDEN. I can't agree with you, because this is a directive to the War Food Administrator, Marvin Jones, that as to the remaining money, the \$10,000 000, or \$9,500,000, shall be allotted by the Administrator to the Office of Extension, and nobody else. That is just as plain as the words can be written. "Shall be allotted." "Shall be." He has no choice. "Shall be allotted by the Administrator to the Office of Extension." He has no choice. He must put it right there and no other place.

Now, the folks from California say if you are going to do that, then we want Colonel Bruton's organization moved into Extension,

because he knows how to handle the importation of foreign labor. So when we get through we are just where we were before.

RESOLUTION ADOPTED BY MEETING CALLED BY AGRICULTURAL COMMITTEE OF
CALIFORNIA STATE CHAMBER OF COMMERCE

Senator DOWNEY. Mr. Chairman, may I interrupt? I want to say first that I was present at the beginning of this meeting out in California that Mr. Parker has spoken about, and I understood there was a good deal of rather strong difference of opinion among our farm leaders as to what should be done in this particular matter, and I would doubt, Mr. Parker, that this resolution would have been passed at all with that group unless it had been modified in the way that you have recited it to us. That is true; is it not?

Mr. PARKER. I think that is correct.

Senator McKELLAR. Well, let me ask you about that. Was it unanimously passed?

Mr. PARKER. Unanimous, not a dissenting vote.

Senator McKELLAR. Well, you are not going back on that resolution, are you?

TYPE OF SERVICES RENDERED BY COLONEL BRUTON AND WILLIAM A. ANGLIM

Mr. PARKER. I should say not. I was appointed to submit that to this committee. I want to say this: Here is what Colonel Bruton has done for us and why they are so strong for him.

(A discussion followed off the record.)

Mr. PARKER. When we need soldiers, he is able to get them for us. When we needed equipment and could not get it because of priorities, he was able to get it for us.

Senator McCARRAN. He knows his way around.

Mr. PARKER. Yes, sir. He is considered one of the most able officers in this country. He has just been awarded the Medal of Merit for construction work performed up in Newfoundland.

Now, Mr. Anglim has worked very well with us. He has cooperated 100 percent. I believe in one organization—do not misunderstand me, any of you. There is nothing more confusing than for the farmers to have to go one place for labor, another for certification of what he needs, and still another to house and feed the workers.

We have provided everything else needed that the other agencies could not provide, because there were extremely broad powers conferred upon us by the California Food and Fiber Act. We provided housing, bedding, cots and mattresses, cooking utensils, and transportation. I have stated all of that in the House hearing. We drove trucks over 800,000 miles, in our State at State expense, moving this equipment around. We spent over a half million dollars building houses. We spent something like—I had better look at the figures to be exact, but it is a tremendous amount, almost unbelievable. But when you provide housing for 31,925, it is quite a problem.

EXPENDITURES MADE BY STATE OF CALIFORNIA

Senator McCARRAN. How do you get along with feeding the Mexicans?

Mr. PARKER. That was one of the big problems, too, to cook food of the type they like. You know the O. P. A. has got stamps. That is all right for a city person. A person on a farm, with 10 or 12 hard hours of work a day, can't live on a ration book.

We actually spent \$504,374 on housing. On equipment, that is, beds and stoves and things of that type, we spent \$345,500. I am just about what you would call the State scavenger. We have been in all the warehouses, and have seen the director of finance, got everything not being used in the State by a State institution and directed that toward this war effort.

Senator DOWNEY. You have disbursed a million dollars, then?

Mr. PARKER. Much more than that. Our total value of the property, the housing, is worth \$2,147,045. The present value of the bedding and equipment is \$1,588,000. You see, I got it from other State agencies that were not using it.

Our automotive equipment, new value, is \$155,217.

Now, that gives you an idea of what we have tried to do to help ourselves.

I don't know if this should be on or off the record, but I should like to speak to you about it. I went over in the War Manpower office when I was here before. I spent 5 weeks working on H. J. Res. 208, and some other problems in California, and I know now we are going to be short of labor. The \$50,000,000, Mr. Chairman, is not much money for a problem that is as important and critical as this is. We could lose that much food very easily, of course, but when you have a \$1,500,000,000 crop you have got an awful lot at stake. You know what the percentage \$50,000,000 is, and food is irreplaceable if not produced. You can't get it if it does not exist.

DIFFICULTY IN OBTAINING WAR PRISONERS

So we have a feeling that we have got to have still more help. So we have applied—and I have the application here—for prisoners of war. I am not going to introduce it into the record, but I thought inasmuch as the matter came up this morning you would get an idea of the rigamarole connected with getting war prisoners. That has to be certified to by the regional war manpower director. It has to be certified to by the State war manpower director. You have to go to a whole lot of hokus-pokus to show there is no help available in the area, and the director of extension has to certify to it.

Now, I was advised that there was approximately 38,000 prisoners of war in Louisiana, Oklahoma, and Texas, not doing any work at all. I checked into it to see what you had to do with Government regulations, only to discover that you had to get the commanding general of the service command, in whatever area you might happen to be in, and several other agencies, to O. K. your request before you could have prisoners of war. I stopped off on my way here at Salt Lake City and conferred with General McCoach, and he sent two of their men to California. Our men were going down there to examine guayule camps.

They were constructed by Federal funds. I made up a budget that I submitted to the director of finance for housing prisoners of war. That budget called for the State of California to spend \$2,-

300,000 of its own money to provide the housing, because I had been advised that the Government was not to spend any more money to provide houses for prisoners of war. We wanted 15,000 prisoners.

On my own farm it is costing from eleven to fifteen dollars a day for 8 hours' work to prune our orchards. I know one prisoner, from one of our penal institutions, who has made as high as \$23 a day. That is the piece-work wage we are paying out there now.

If those things keep on going up and up and up, food is bound to go up or farmers go bankrupt, one or the other.

(A discussion followed off the record.)

OBTAINING OF WAR PRISONERS FOR FARM WORK BY DIRECT APPLICATION
TO WAR DEPARTMENT

Senator HAYDEN. Well, then you are recommending that this committee adopt the amendment to the bill, with direct contact with the War Department.

Mr. PARKER. Yes, sir; very definitely, that is most important. That is one of the reasons Colonel Bruton—

Senator McKELLAR. Do you want this to go in the record?

Senator DOWNEY. If I might make another comment, I want to say that Mr. Parker has filled several important public positions in California, has done a very great credit to himself and has likewise represented some of our largest institutions as an executive. He is recognized in our State as a man of extraordinary ability, and personally I feel very happy on behalf of the people of California to vouch for his integrity and ability, and I would also like to say that Mr. Teague is recognized as one of our ablest farm leaders in California, and I am sure that whatever they say may be received with very great credit by the chairman and this committee.

EFFECT OF CHANGING METHOD OF OBTAINING FOREIGN LABORERS

Senator HAYDEN. One more question. I want to ask your opinion about the reaction in Mexico City, or in other foreign governments, if there is a change in the way in which the acquisition of this foreign labor is made, this recruitment, as to the methods of bringing it in, the methods of handling it.

Now, the Mexican Government expresses grave concern that there may be such a change made by the Congress as that the Federal Government will cease to be responsible directly for the care of their nationals. If that is the case, they do not intend to let them come here.

Now, what is the effect of this change, in your judgment?

Mr. PARKER. My opinion is this: If the Extension Service does its job well and I have no doubt but what it would, the Mexican Government must recognize any accredited Federal agency. They have no choice. It has already been shifted from Farm Security to War Food, and there is no reason why another shift would hurt it again, if it is done honestly.

Senator HAYDEN. By the way, the chairman will give you permission to refute the testimony.

Mr. PARKER. I do not want to.

SERVICES RENDERED BY COLONEL BRUTON

Senator McKELLAR. Colonel Bruton is a necessary element. You would want no money appropriated unless Colonel Bruton had hold of it.

Mr. PARKER. I think I am pretty good and I could not begin to do the job he has done.

Senator McKELLAR. Has anybody else got anything further? Any other witnesses?

Mr. PARKER. May I say one more thing?

Senator McCARRAN. If Colonel Bruton would not go on in his present capacity, or if the War Department would withdraw him, if the change were made, you would rather see no change made? In other words, Colonel Bruton is the big factor.

Mr. PARKER. Let us put it this way: Our farmers do. They adopted this resolution. I would not say that any man is indispensable but I do want to say this: They have every confidence in him and I have every confidence in the Extension Service, and I know our farmers do too.

Senator DOWNEY. You have a set-up that seems to be functioning alright now.

Mr. PARKER. It might be done more economically.

Senator McKELLAR. You think the Extension Service could do it well?

Mr. PARKER. Yes, sir.

Senator McKELLAR. It never failed to do anything well.

Mr. PARKER. Neither do I. I was amazed when they said they would be willing to accept this responsibility.

Senator McKELLAR. Any other questions, gentlemen?

NEED FOR APPROPRIATION OF \$50,000,000

Mr. PARKER. I just wanted to say one more thing. I know, Senator, you are most interested in the economy of this country, you all are, and so am I, but we need that \$50,000,000 and we need it seriously. That figure is not exaggerated and the data I have collected you can check and recheck. When you consider we are going to lose more farm boys, it will take 150,000 workers to replace, I don't know what is going to happen.

Senator McKELLAR. Any further questions?

(No response.)

The next witness is Mr. Benson.

STATEMENT OF EZRA T. BENSON, EXECUTIVE SECRETARY, NATIONAL COUNCIL OF FARMER COOPERATIVES, WASHINGTON, D. C.

FARM LABOR PROGRAM

Senator McKELLAR. Will you please give your name to the stenographer?

Mr. BENSON. My name is Ezra T. Benson, executive secretary of the National Council of Farmer Cooperatives.

Senator McKELLAR. Yes, sir. Go ahead.

Mr. BENSON. Mr. Chairman, and gentlemen, I appreciate the opportunity of making a very brief verbal statement. I have no prepared statement, except a resolution, which I would like to introduce at the proper time.

Senator McKELLAR. Yes, sir.

Mr. BENSON. I will try not to cover any of the ground covered by Mr. Parker or Mr. Teague, but I would like to report on the results of the deliberations of our group, just completed, at an annual meeting of the delegates of our organization, from all parts of the United States.

CHICAGO MEETING OF FARM DELEGATES

The National Council of Farmer Cooperatives is made up of farmers' cooperative marketing and purchasing associations in all parts of the United States, and we had at this meeting a week ago, in Chicago, delegates from all the States, representing over 2,300,000 farmer members.

From your own State, Mr. Chairman, we had several representatives, representing cotton, tobacco, and dairy products particularly. Our group, through a special committee, gave very careful consideration to this labor problem. There was general agreement that the Congress, in passing Public Law 45 last year, did a good job. There was a general feeling that the program has been satisfactorily handled during the past year. It has brought order out of what was chaos, and there was general agreement, also, that as the program advanced during the year, an adequate organization was built up and the program was improved in its operations and functioning, and that they have now gained valuable experience.

GENERAL AGREEMENT ON FARM PROGRAM

There was a general agreement also that the program should be somewhat flexible, that inasmuch as the responsibility has been put on Marvin Jones, in whom we have a lot of confidence, that his hands should not be tied.

Through the Executive order the President has made the Extension Service a part of the War Food Administration and it might be unfortunate if Mr. Jones was given the responsibility, as he has been, and then told that he has to use one particular branch of what is now the War Food Administration, if he feels that he could use that branch, the Extension Service, for example, plus some other help from other agencies which are part of the War Food Administration.

It would be like my organization putting the responsibility on me and then telling me that I have to use one of the boys in the office to do the job.

EXTENSION SERVICE HAS DONE FINE WORK

Now, the Extension Service has done a splendid job. I have been a county agent. In former years I served in the State extension service, and so it is not necessary for me to say that I have a very high regard for the Extension organization, but we feel, our group feel, that Mr. Jones should be given a rather free hand to do this job through Colonel Bruton or any agency that he wants to use within the War

Food Administration, and in line with that, they passed at our annual meeting, unanimously, this resolution.

Now, I might say that our groups represent all commodities, small and big farmers. We have in our membership, of course, members of the Farmers Union Grange, the Farm Bureau, and many members that are not members of the farm organizations.

EXTRACT FROM RESOLUTION ADOPTED AT CHICAGO MEETING RELATIVE TO
FOOD PRODUCTION AND FARM LABOR

Now, part of this resolution does not strictly pertain to the question right at hand. It is only a page, and I would like to read it.

Senator McKELLAR. Read it.

Mr. BENSON. It is captioned—

FARM LABOR

The production of food, fat, and fiber for war and civilian requirements and the processing of perishable farm commodities depends upon an adequate supply of experienced and qualified labor and the full utilization of such labor throughout the year. Therefore, we favor:

1. Continuation of the policy of deferment of agricultural labor. We recommend the immediate adoption by Selective Service of such minimum requirements for agricultural deferments as will provide for the full employment of such labor either in agriculture, or in agriculture and some designated essential activity related to agricultural production where conditions make such arrangements necessary.

2. The continued effort of those local agencies, groups, and organizations that have aided so effectively in the mobilization and utilization of local labor reserves in meeting local needs.

3. The immediate adoption by Congress of legislation, supported by necessary appropriations as requested by the War Food Administration, which will give farmers the assurance that an adequate supply of labor will be made available, by providing an effective program which will utilize the resources of the War Food Administration and the agricultural extension service to the best advantage in—

- (a) The recruiting, housing, and placing of migratory workers both within the State and between the several States;

- (b) The importation of agricultural labor from other countries; and

- (c) The use of war prisoners and soldiers when needed upon direct application to the War Department by the War Food Administration.

4. The adoption by the War Food Administration or other responsible agency of a farm labor stabilization program, with adequate safeguards for the interests of both the worker and the farmer, which will provide for an orderly movement of farm labor and reduce the unnecessary migration of farm workers from one job to another.

5. The repeal of that amendment to the labor stabilization program which permits industry to raid farm labor reserves by employing these workers for a 6 weeks' period without referral or the presentation of a statement of availability.

6. Labor income for farmers and employed farm workers which will be comparable with the labor income of nonfarm workers for both the war and post-war periods.

As I say, this resolution was unanimously adopted by our delegate body, representing all parts of the United States, all types of commodities, after a very careful study by a special committee. We feel that the program in the past year has been highly successful. We would like to see it go forward in about the same way. If there is need for some modifications, all right, but keep the responsibility in the Food Administrator. Let Mr. Jones, the Administrator, use any agencies that are a part of the War Food Administration to do the job.

Senator McKELLAR. Any questions, gentlemen?

(No response.)

Senator McKELLAR. Mr. Brenckman.

STATEMENT OF FRED BRECKMAN, WASHINGTON REPRESENTATIVE OF THE NATIONAL GRANGE, WASHINGTON, D. C.

FARM-LABOR PROGRAM

Mr. BRECKMAN. Mr. Chairman, my name is Fred Brenckman. I am the Washington representative of the National Grange.

With the Nation engaged in total war against cruel and resourceful enemies, we must steadily keep in mind the fact that our war machine will function effectively only when it is "hitting on all cylinders." We must have an adequate number of trained men in the fighting forces, and their arms and equipment must be the best that American manufacturing skill and ingenuity can produce. But we must also have an adequate supply of food. Nearly a century and a half ago, Napoleon laid down the dictum that an army travels on its stomach. While this is a motorized war, it is still as true as it was in the days of Napoleon that food is a fundamental necessity in making war.

RESPONSIBILITY RESTS ON AGRICULTURE

The responsibility that rests upon American agriculture in the present crisis is to produce the food and fiber that is needed to feed and clothe our armed forces, as well as the civilian population, besides making up the deficiencies of our allies. Nor must we overlook the necessity of having enough left over to share with the peoples of the conquered countries when the glad hour of liberation comes.

This is indeed a heavy responsibility, but the farmers of the United States have loyally been doing their best to measure up to the responsibility in spite of many difficulties and handicaps.

Senator McKELLAR. You gentlemen will have to come back in the morning.

Mr. BRECKMAN. I cannot be here tomorrow.

Senator McKELLAR. Can you not get the rest of that in the record?

Mr. BRECKMAN. I just want to say this, Mr. Chairman, we feel the same as the others do about H. J. Res. 208. We believe that the present plan should be continued.

Senator McKELLAR. All right. Thank you, Mr. Brenckman.

STATEMENT OF H. L. MITCHELL, GENERAL PRESIDENT, SOUTHERN TENANT FARMERS UNION, MEMPHIS, TENN.

THE 1944 FARM LABOR SUPPLY BILL

On behalf of the 20,000 farm workers who are members of the Southern Tenant Farmers Union and the hundreds of thousands of underemployed farm workers in the Southern States who are idle 6 to 8 months of the year. I want to urge your committee to give careful consideration to provisions of the 1944 farm labor law.

RESOLUTION BELIEVED UNWORKABLE

In our opinion Resolution 208 as passed by the House of Representatives on December 17 is even more unworkable than similar legislation adopted by Congress in 1943 in that this bill grants to 48 State agricultural extension services the job of handling the program for supplying the Nation's farms with labor. It is unnecessary to point out that most of the State agricultural extension services operate on a county and State basis and recognize no national authority unless it be that of a private farm organization, the American Farm Bureau Federation.

SUFFICIENT APPROPRIATIONS SHOULD BE PROVIDED

We, therefore, urge that the Congress adopt a law that grants sufficient funds and full authority to either the War Food Administration or the United States Employment Service to recruit and supply farm labor to employers in any State or section of the Nation where workers are needed to plant, cultivate, harvest and process essential war crops.

We do not believe that it is necessary or desirable to appropriate \$33,000,000 to any agency of Government to be used in importing foreign workers into the United States for farm work when there is an adequate supply of workers in our country that are not being utilized in the war effort.

During the short time the Farm Security Administration handled the farm labor program our organization aided in recruiting upward of 2,500 farm workers in the mid-South for transportation to other areas for employment on farms where labor shortages existed.

DELAY IN TRANSPORTING WORKERS UNDER PRESENT PLAN

From the day Public Law 45 went into effect until about November 15 of the past year not a single farm worker in any area where we have organization was provided transportation by the Government out of his home county though we had submitted lists of 2,200 workers who were available for employment elsewhere to the Administrator of the War Food Administration, Mr. Chester Davis, on April 2, 1943. In late November the War Food Administration finally managed to secure the release of a few hundred unemployed farm workers in southeastern Missouri counties and moved them to the West to help pick cotton for 30 to 60 days. A few of our members were shipped out but I am sure that had the local county agents been aware that they were members of our union not a single one would have secured transportation.

STATUS OF UNEMPLOYED WORKERS

Throughout the year we attempted to get workers, who were unemployed, released by the county agents to accept jobs elsewhere. In the first 2 weeks after the 1943 farm-labor program went into effect we advised all of our members who were out of work to apply to their county agents for releases. We received a total of 156 replies in this period. Twenty-four stated they had crops as sharecroppers or were employed as part-time wage workers. One hundred and thirty-one were refused permission to leave their county by the county agents. Only one person was given written permission to accept Government transportation to a job out of a county. A copy of the report prepared on the basis of this survey is submitted for the record.

CONSTRUCTION OF LAW DOUBTFUL

The 1944 bill as passed by the House contains the same provisions giving the county agent the right to deny a farm worker permission to accept Government transportation to a job outside his county. This part of the law in 1943 stopped the normal flow of farm labor from county to county and State to State. It was widely misunderstood and it was construed to mean that no farm worker could leave his home county without written permission of the county agent. On account of the limitations of the 1943 measure it became necessary for 100,000 foreign workers to be imported into the United States, to take soldiers out of training and to use war prisoners to save essential crops. Had it been possible for the hundreds of thousands of southern farm workers, who are idle 6 to 8 months a year, to get to other areas to work, the need for importing foreign labor, using soldiers and war prisoners would not have existed.

ATTEMPT TO DEAL DIRECT WITH EMPLOYEES MADE BY UNION

Following our failure to get unemployed workers transported to jobs by the Government, our union began seeking to work out arrangements direct with employers in need of labor for farm work and food processing plants. A number of large employers wanted to get workers we had available to their farms and plants but they were afraid to deal direct with us because of their relations with the officials of the War Food Administration, Extension Service, and United States Employment Service upon whom they had to rely for workers.

WORKING AGREEMENT FINALLY ARRANGED BY SOUTHERN FARM TENANT UNION

We finally succeeded in working out an arrangement whereby our unemployed members are referred to and placed on jobs by an affiliate of the American Federation of Labor which has collective bargaining contracts with a number of large employers engaged in processing food products. On January 18 when I was invited to appear before your committee we were making a shipment of unemployed members of our union to jobs in a food-processing plant in New Jersey.

IMPORTED WORKERS UNSATISFACTORY

Employers have recently told me of how unsatisfactory workers imported into the United States are and that they prefer to employ native Americans who are the best workers in the world. It, therefore, seems to me that Congress should adopt legislation that will make it possible for American workers to be employed by American employers in agriculture and allied industries before any foreign workers are imported.

FARM LABOR COULD BE RECRUITED BY EMPLOYMENT SERVICE

Unless this bill before your committee can be revised and its unworkable features removed, I believe that the best thing to do would be to give the United States Employment Service enough money to employ an adequate staff and recruit farm workers just as they do industrial labor and let the employers or workers arrange for transportation to and from jobs. This system worked fairly well before the war for farm workers and appears to be satisfactory as far as the recruitment and placement of industrial labor is concerned now.

CONSUMERS PAY COST TO TRANSPORT FARM WORKERS ULTIMATELY

As to the costs of transportation of farm workers from one job to another I cannot see what difference it makes whether this is paid by the Government or passed on to the Government or consumer as increased labor costs. Ultimately the public pays such increased costs in any case.

EFFECT OF PUBLIC LAW No. 45 IN MID-SOUTH

From: H. L. Mitchell, General Secretary, Southern Tenant Farmers Union.
Subject: The effect in the Mid-South of legislation appropriating funds to supply and distribute farm labor.

On April 29, the President approved a bill passed by Congress appropriating \$26,100,000 for the purpose of supplying and distributing farm labor on the Nation's farms. This measure contained provisions prohibiting the establishment of minimum wages, housing standards, or collective bargaining rights for domestic agricultural workers transported across State lines. Likewise no worker may be provided transportation out of the county in which he resides or is working without the consent of the agricultural extension agent of such county.

On May 1, we sent out a letter to 1,385 families advising the head of each family to apply to the county agent in his county for written permission to accept transportation to other areas for employment on farms. There are upward of 2,200 workers in this group all of whom had applied to us for aid in securing transportation to other areas where there is agricultural employment. Five hundreds and ninety-six of these families had during the past 6 months accepted transportation provided by the Farm Security Administration, completed their work agreements, and had been returned to their points of origin.

On May 15, replies had been received from a total of 156 of these families. Twenty-four stated that they were now employed either as sharecroppers or part-

time wage workers and would not be available for work elsewhere until "lay-by time" about July 15. One hundred and thirty-one were refused permission to leave their home counties by their county extension agent. Only 1 family had been given written permission to accept transportation out of the county.

The following brief is composed of typical letters received from these unemployed workers in reference to interviews with their county agents.

DEAR SIR: I received your letter today and did as you ask me to. I am sending the paper back you told me to have sign (a permit signed by G. C. Mingee, county extension agent, De Soto County, Hernando, Miss.)

MAY 3.

PLEASANT WILLIAMS,
Hernando, Miss.

Mr. H. L. MITCHELL: I am today replying to your letter of May 1 and will say that I have taken the paper to the county agent (Woodruff County) and ask him to sign it for me with his approval but he refused to do so. And gave as his reason that he had no authority for the county board (County War Board) would have to agree to this before he could sign it and therefore advised me to wait for action of the county board. I shall await your action or further information.

MAY 5, 1943.

Sincerely yours for business,

J. S. LEAKE,
Cotton Plant, Ark.

DEAR SIR: I wish to say I am just come from the county seat of Monroe County. I wish to say that the county agent would not sign. Of course, I am now making a crop on account of my boy being called to camp but I have several other here who wish to go to do farm work. Therefore, I was trying to get them signed up so they could go to work. He said that he could not and just would not sign. As soon as my crop is over about October I'll be glad to go myself to work somewhere for the benefit of the war. Now here is the name of the county agent: Mr. A. C. Smith, Clarendon, Ark. Awaiting your reply.

MAY 5, 1943.

Yours fraternally,

EUGENE JEFFERS,
Route 2, Box 42, Brinkley, Ark.

DEAR SIR: I went to the county agent (St. Francis County) and he said he could not send any workers out of the county, and that's the reason he could not fill out the blank. He said we are to do work in this county and not out of the county. Do you suppose we will be sent out again to work.

MAY 9.

WILLIE REEVES,
Forrest City, Ark.

DEAR SIR: In regard to my visit to the county agent (Henderson County). He will not sign this paper. Said he could get me a job on a farm here at \$1.50 a day for 12 hours' labor. He said his friends would not like for labor to be sent out of this county. They want a bunch of labor here all the time but will not pay a living wage. Can you understand a fellow wanting someone to work for 12½ cents an hour? You make arrangements for me to go with the next shipment of labor and notify me. I will come to Memphis a few days before and give my address in Shelby County.

MAY 11.

Yours truly,

J. R. HATCHETT,
Lexington, Tenn.

DEAR SIR: I went to the county agent (Pemiscott County) as you suggested and they refused to sign for my release elsewhere. There are too many people here and they are paying \$2 per day. Can any farm hand be compelled to work for that price? Can they freeze us on these company lands for \$2 per day? That is what

MAY 13.

I want to know. Please inform me just why these big companies can't pay their hands and then when we present our problems to the county agent they ignore us. Just what are we to do? Please answer soon.

Respectfully,

BEN FRANCH,
Route 1. Box 41, Bragg City, Mo.

RESOLUTION 6: PUBLIC LAW 45

Whereas the Congress of the United States in April of 1943 adopted a law and appropriated \$26,000,000 for the purpose of supplying farm labor needs on the Nation's farms; and

Whereas under provisions of this the Agricultural Extension Service, which is an educational institution, has been given authority to determine areas of recruitment within the various States and to recruit workers for farm work; and

Whereas the Food Administration is prohibited by a provision in this law from furnishing transportation to farm workers who are unemployed in the 3,000 agricultural counties of the Nation unless the county agent in each county certifies that each individual worker is available for farm work elsewhere; and

Whereas this law and other measures taken by agencies such as the War Manpower Commission and Selective Service have frozen thousands of experienced farm workers in Southern States in the counties in which they live; and

Whereas with few exceptions the only farm labor supplied the Nation's farms has been that of foreign workers imported into the United States and inexperienced men, women, and children from cities: Therefore be it

Resolved, That this convention petitions the Congress of the United States to enact a law and appropriate funds for recruiting and transporting farm workers during 1944 on the following basis:

1. That one agency of Government preferably the War Food Administration be given full authority to recruit and transport farm workers from any area of the United States where workers are available for employment and to any area where they are needed.

2. That no foreign workers be imported into the United States or war prisoners used until all American workers are fully employed in the war effort.

3. That authority given the county agents to determine the availability of farm workers for transportation to another area in 1943 be removed from provisions of the 1944 law. That the various agricultural extension services restrict their activities to education of farmers.

4. That there be set up by the agency responsible for recruiting and transporting farm workers a representative committee composed of employing farmers, farm workers, and the public to determine policies, areas of recruitment, housing, and wage standards for farm workers. That such a committee be authorized to hold hearings in each region or crop division of the United States to determine wages and other conditions of employment on farms for the region or crop.

RESOLUTION 7

Whereas the crops in the Mid-South were seriously affected by drought; and

Whereas all crops have now been harvested in this area and there is nothing for farm workers on cotton plantations to do through the winter months and their labor will be unused while workers are needed in other areas: Therefore be it

Resolved, That we call on the Congress of the United States and officials of the War Manpower Commission and the War Food Administration to devise some plan whereby those workers may be used in the war effort.

RESOLUTION 8: WAR PRISONERS

Whereas there are thousands of war prisoners in the country who may be used on farms and in food processing plants: Be it

Resolved, That this convention go on record urging the Government not to use these enemies of our country on farms and in food processing plants producing food for war use.

Senator McKELLAR. The committee stands adjourned until tomorrow morning at 10:30 a. m. at which time Mr. Goss will be present.

(At 5:15 p. m. the committee adjourned until 10:30 a. m., tomorrow, Wednesday, January 19, 1944.)

FARM LABOR SUPPLY APPROPRIATION BILL, 1944

WEDNESDAY, JANUARY 19, 1944

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D. C.

The subcommittee met, pursuant to adjournment at 10:30 a. m., in the committee room, the Capitol, Hon. Kenneth McKellar, presiding. Present: Senators McKellar, Hayden, Russell, Overton, and Thomas of Oklahoma.

Senator McKELLAR. The committee will please be in order. We will be glad to hear you, Mr. Goss.

STATEMENT OF ALBERT GOSS, PRESIDENT, NATIONAL GRANGE

Mr. Goss. It is unfortunate that Mr. Brenckman was called out of town last night. He is my alternate on the labor-management committee, and I asked him to study the particular issue before your committee.

Senator McKELLAR. Well, if you have anything to say, we will be glad to hear from you.

Mr. Goss. I will complete the statement he has prepared, and then I have a short statement to make.

INCREASED FOOD PRODUCTION IN 1942 AND 1943

According to the Bureau of Agricultural Economics, we produced 26 percent more food in 1942 than the average for the 5-year period from 1935 to 1939. In 1943, the food produced on the farms and ranches of the country was stepped up 5 percent above the level for 1942, when there was an all-time high. This was 32 percent above the 5-year pre-war average of agricultural production.

LOSS OF FARM LABOR DURING PAST 3 YEARS

It is worthy of note that these production records were established in the face of a greatly reduced supply of farm labor. According to the War Food Administration, during the past 3 years the farms of the United States lost approximately 4,350,000 able-bodied and experienced workers. These workers went into the war industries and the armed services. To some extent, these workers have been replaced by women and young people under 14 years of age. It is also true that farmers and their wives and children have done their best to overcome the labor shortage by putting in long days, running as high as 70 and 80 hours a week during the busy season, or about twice as long as the basic workweek in industry.

PRESENT WORKERS ON FARMS IN OLDER AGE GROUPS

I would like to call the committee's attention to the fact also that the people on the farms are 3 or 4 years older than formerly, on the average, because the young folks have been taken out at the bottom and, as this war has gone on, we are finding in many areas that age has become a very important factor in the amount of output they can turn out. That is not generally recognized, but it is a serious problem.

VALUE OF SERVICES RENDERED BY OTHER TYPES OF FARM LABOR

In addition to the domestic farm workers who have been recruited, we have used thousands of foreign workers, men furloughed from the armed forces, and prisoners of war. Without the help of these workers, it would have been utterly impossible to harvest the crops that were grown.

INCREASED PRODUCTION GOALS FOR 1944 AND ADDITIONAL FARM LABOR
REQUIRED

Under the production goals that have been set up by the Department of Agriculture, 380,000,000 acres of land will be brought under cultivation in 1944, as compared with 364,000,000 acres in 1943. Representatives of the War Food Administration recently stated that it will require approximately 300,000 additional man-years of work during 1944 over and above the agricultural labor employed in 1943. Furthermore, as we understand it, no allowance was made in these estimates for replacing the manpower that will be lost from agriculture to the armed forces and to our war industries. The latest report of the War Manpower Commission shows that it is planned to take approximately 100,000 people from agriculture for employment in industry during the first half of the calendar year of 1944. This means that the equivalent of 400,000 man-years of labor will have to be secured for agriculture from local recruitment within the States over and above that which was recruited during the year 1943.

The assumption that this can be accomplished with relatively little effort is entirely too optimistic to be safe. To undertake the farm-labor program for 1944 on this basis would be to take a chance of losing large quantities of urgently needed food. To follow such a course could not be justified.

ORIGINAL ESTIMATED RECRUITMENT AND TRANSPORTATION OF DOMESTIC
INTERSTATE WORKERS DURING 1944

It was originally estimated by the War Food Administration that we could recruit and transport up to 50,000 domestic interstate workers to help take care of the increased farm needs in 1944.

DECREASE IN POTENTIAL RURAL MANPOWER RESERVOIR

Since that estimate was made, two very significant developments have occurred to drastically cut into the potential rural manpower reservoir upon which the estimate was based. One is the estimate of

the War Manpower Commission, to which reference has already been made, and which is to the effect that during the first half of 1944, 100,000 rural individuals would be drawn from agriculture into industry and the armed services. The other development is the current review that is being conducted by the Selective Service Administration of farm workers who were given deferred classification under the Tydings Amendment, with the resulting possibility of reclassification and induction in 1944 of large numbers of those who were deferred to agriculture during the 1943 season.

NEED FOR INCREASING IMPORTATION OF FOREIGN WORKERS DURING 1944

Because of these developments, the importation of foreign workers in 1944 should be materially increased over those of 1943. The War Food Administration, in cooperation with the State Department, negotiated agreements with Mexico, the Bahama Islands, and Jamaica under which, from September 1942 until October 1943, more than 50,000 workers were imported from Mexico, 4,698 from the Bahama Islands, and 8,828 from Jamaica.

PERIOD OF DURATION OF FOREIGN AGREEMENTS

Senator McKELLAR. Let me ask you right there how long the agreement with Mexico lasts.

Mr. Goss. I could not tell you, Senator.

Senator McKELLAR. Does any one know?

Senator HAYDEN. They make them year by year.

Senator McKELLAR. Year by year?

Senator HAYDEN. Yes.

Senator McKELLAR. All right.

NEED FOR INCREASING 1944 IMPORTATION OF FOREIGN LABOR

Mr. Goss. Since our production goals for 1944 have been raised above those for 1943, and in view of the fact that some of the workers now employed on our farms will be drawn into industry and the armed forces, it naturally follows that if our production goals are to be set, we will have to import many thousands more of foreign workers than we did last year.

The farmers of the country are naturally anxious to cooperate with the Government in meeting production goals. But before making plans for increased production, they must have reasonable assurances that the necessary labor to handle the increased acres will be made available. With the domestic supply of skilled farm workers practically exhausted, there is urgent need for foreign workers which represent the type of able-bodied and experienced manpower that cannot be provided by women, children, or inexperienced city workers.

AMOUNT OF APPROPRIATION NEEDED

While we would naturally hesitate to name any exact sum as being necessary for carrying out the farm-labor program for 1944, we are of the opinion that the figure should be in the neighborhood of \$40,000,000, which is approximately the amount contained in the Budget

estimate, and which contemplates the reappropriations of unobligated balances from this year.

I might call the committee's attention to the fact that there was a sum turned back and we feel that in an emergency of this kind, it is best to give a little more than enough to cover the minimum requirements, since they have established a record of turning back any unspent balances, than to handicap them by not giving them enough to do the job which has to be done.

It must be agreed that our food-production program is as vital a part of the war effort as the supplying of munitions and equipment to the armed forces. Under the circumstances, it should not be a question of how little an amount may be necessary to supply the very minimum of farm labor required, should all the circumstances, including the weather and the fortunes of war be predominately favorable. As we see it, it should be a question of what funds are necessary to make sure that the War Food Administration has sufficient funds to supply our farm labor needs. Even though developments may be more unfavorable than might reasonably be expected.

It should be borne in mind that no farm labor is imported until the need therefor has been definitely determined, and the contract signed with the employer. If a minimum need develops, only a minimum amount of the funds authorized for that purpose will be expended.

EFFECT OF REQUIREMENT THAT FUNDS BE ALLOTTED EITHER TO STATE EXTENSION SERVICES OR TO FEDERAL OFFICE OF EXTENSION

While H. J. Res. 208 provides that the funds involved are "to be expended by the War Food Administrator," it is mandatory under the provisions of this resolution that all the money appropriated for the farm-labor program in 1944 be allocated either to the State extension services or to the Federal Office of Extension. Thus, although the War Food Administrator is responsible for the increases in food production for which the situation calls, he would not be in a position under this mandate to exercise direct control over the Farm Labor program. This is true because, as the members of the committee are aware, the Federal Office of Extension cannot "direct" the State extension services. It can get the job done only if the States are willing, on a cooperative basis, to undertake the needed activity.

Such a situation might easily place the War Food Administrator in a very embarrassing position and might lead to disastrous results. He should be given authority commensurate with his responsibility.

Representations that some other organization or set-up could administer this program more effectively and economically than the Office of Labor in the War Food Administration should be examined very carefully to say the least.

Judge Jones himself has said that the present method of handling the program has worked out so satisfactorily that he would not wish to make a change.

RECOMMENDATION THAT HOUSE JOINT RESOLUTION 205 BE SUBSTITUTED FOR HOUSE JOINT RESOLUTION 208

In our opinion, it would be wise for the Senate committee to substitute House Joint Resolution 205 for House Joint Resolution 208.

That would continue the present program and avoid a lot of needless complications and difficulties.

AGREEMENTS WITH FOREIGN GOVERNMENTS WOULD BE NULLIFIED UNDER
HOUSE JOINT RESOLUTION 208

As we understand it, the enactment of House Joint Resolution 208 would immediately nullify the agreements which the Office of Labor and the War Food Administration have with the several foreign countries from which we are importing agricultural workers.

COMPARATIVE ECONOMY BETWEEN PRESENT ORGANIZATION AND PROPOSED
SET UP

Senator OVERTON. May I interrupt you?

Mr. Goss. Yes.

Senator OVERTON. You say we should investigate to see which is the cheaper plan.

Mr. Goss. Which is?

Senator OVERTON. Whether the War Food Administration or whether through the Extension Service.

Now, have you anything to say about that concretely as to which would be cheaper, and can you give us your reasons why? I think that is very important.

Mr. Goss. We think it would be cheaper to continue the present set-up and our reasons are these. Both the War Food Administration and the Extension Service operated short-handed throughout the year. There was hardly a county that did not put on one or more people, and throughout most of the country they tried to get more men than they were able to get.

We can see no duplication of effort. Dr. Wilson, Director Wilson, has testified, and Marvin Jones has also assured us, that if the whole system were transferred to the Extension Service, he did not believe there could be a man released.

Senator McKELLAR. Be what?

Mr. Goss. A man released. He did not believe that there was any duplication of effort.

CONTENTION THAT WORK COULD BE CARRIED ON BY EXTENSION SERVICE WITH
FEWER EMPLOYEES

It would mean, however, that they would have to start in and do over again a good many of the things which have been done.

Senator OVERTON. Those who advocate the adoption of House Joint Resolution 208 state otherwise, that they could do the work with fewer employees in the Extension Service, because there would be duplication of effort and that they could attend to the foreign labor and the interstate labor; foreign labor after it got inside the State, and interstate labor, the same way, and go on with the local labor and do it with fewer men and do it much more cheaply.

Mr. Goss. They have not been able to show me—and I have talked with them—they have not been able to show me a place where they could save a man.

Senator RUSSELL. I understood you to say, Dr. M. L. Wilson said that he could not do it any more cheaply.

Mr. Goss. That is my understanding.

Senator RUSSELL. He is the head of the Federal Extension Service and the man to whom it is proposed to give it.

Mr. Goss. He is the head of the Federal Extension Service. He told me he did not want to see it changed.

PERSONNEL OF OFFICE OF LABOR

Senator McKELLAR. The principal thing, as it seems to me, is that under the present set-up the Federal part of the service has 1,364 men in 7 regional offices and it strikes me—I am just speaking for myself—it strikes me for a temporary arrangement of this kind, where we need the money so badly for actual labor, that to take 1,364 of our own men and put them in charge of about 10 times that many foreign people, is an extravagant way of doing it.

Now, I have no disposition to take anything from Colonel Bruton, or any other gentlemen, who have been effective; but merely to cut down the expenses of this enormous organization that they have to run this thing. It seems to me that we could well get along with less than 1,364 men.

Now, it is true that one or two of our witnesses have testified that they are familiar with the Mexicans and speak their language and that sort of thing, and for that reason we ought to have this expensive organization. I have not been able to find out how much has been expended of this \$26,100,000 that we appropriated last year. Some of it is still there—about \$7,000,000—so that of the \$20,000,000, I am wondering how much we have expended for over-head here in this country and how much we have expended for the pay and transportation of these foreign workers. It is a question of business. It is not a question of setting up remarkable organizations. We have these organizations set up. It is a very popular thing now, as soon as a man gets any money, to set up regional offices all over the country, to attempt to spend that money; but it is very expensive.

ESTIMATED NUMBER NEEDED TO BE IMPORTED IN 1944

Senator HAYDEN. You say there should be a larger number of workers brought in from foreign countries. How many do you estimate could be or should be imported?

Mr. Goss. Well, we feel that if we meet our goals, it will take nearly double what we had, Senator Hayden.

Senator HAYDEN. That would mean 150,000?

Mr. Goss. Around 100,000; yes. We are thinking more particularly of the Mexicans. Fifty thousand Mexicans were brought in, but we have felt that we should be prepared for handling about double that number.

Senator HAYDEN. You had altogether 54,000. You had about 60,000 last year.

Mr. Goss. About 62 or 63 thousand.

Senator HAYDEN. When I say you want to be prepared to take care of 150,000—

Mr. Goss. Yes; 125,000 or 150,000 is what we feel.

NUMBER OF EMPLOYEES IN OFFICE OF LABOR HANDLING FOREIGN AND INTERSTATE LABOR

Senator HAYDEN. It took 1,364 employees to take care of 60,000 men the last year. That is the way I understand the situation.

Mr. Goss. That is correct. They also have the interstate movement in addition to the foreign workers.

Senator HAYDEN. That fell down; you did not get them. You estimated that there would be about 50,000. They did not actually do it.

Mr. Goss. That is correct; but there is something beside the international workers that has to be figured. We hope the interstate movement will be larger.

Senator HAYDEN. I agree with you that there ought to be a greater interstate movement and there ought to be a greater foreign movement; but I am trying to get the needs and the relative costs of it.

Now evidently it costs more to import a worker from a foreign country than it does to move one interstate and certainly very much more to move one interstate than it does to find a man locally.

Mr. Goss. I wish Mr. Brenckman were here, because I am only familiar with this incidentally. He sits on the Labor Management Committee as my alternate and is more familiar with the labor situation than I; but, of course, I have discussed it with him more or less.

KEEPING OF RECORDS RELATIVE TO IMPORTED LABOR

One of the great problems we have here is the contracts with the foreign governments and all of the record keeping that has to go with it; in the case of Mexican workers, for example, the 10 percent which has to be set aside for the buying of machinery; all of the medical records and the records which they have to keep with the farmers themselves, because of the guaranty of 75-percent employment.

Now, these men shift from State to State and it is often necessary to shift the equipment, the accounting records, and the accountants from State to State, too. Colonel Bruton told me that they found the most economical way of handling those shifts was to set up a regional office where they would not all be handled from Washington; where they could keep in closer touch with them. The amount of record keeping, the handling of the medical requirements, and the feeding of the men in their camps, and transportation, is where the big expense comes.

Senator HAYDEN. There is one other thing, too, that is vitally important. If we admit these aliens into the United States, we want to be sure they go back out of the United States when they are through.

Mr. Goss. That is right.

Senator HAYDEN. If you do not keep close track of them, you are going to lose them. That is going to cost money, of course.

PERSONNEL CARRYING ON RECRUITMENT WORK IN MEXICO

Mr. Goss. You will also find this: You know when they first started to bring in Mexicans, they brought in taxi drivers, barbers, and a lot of inexperienced men from Mexico City. They brought Mexicans up

here who are not worth their salt. Now, after the first attempt at that, they sent down a crew into Mexico for recruitment—I do not know how many—but they maintain a rather large recruitment crew, and they are getting these folks from the farms. The quality of men that have come from Mexico during this last year, since it was put under the War Food Administration, has been excellent. We have no complaint whatever.

Senator OVERTON. In the beginning it was under the Farm Security Administration, was it not?

Mr. Goss. That is right. It was terrible then.

Senator HAYDEN. Everyone agrees that the Farm Security's effort to recruit labor was not only very, very disappointing in the character of the men brought up but also disappointing in the number.

Mr. Goss. That is right.

(Discussion followed off the record.)

FUNDS AVAILABLE TO WAR FOOD ADMINISTRATOR FOR INTERSTATE AND FOREIGN ACTIVITIES

AMOUNT FOR PERSONAL SERVICES

Senator McKELLAR. Let me ask a question. I find, on project 2, Funds available to administrative agency—and this includes both interstate and foreign activities—the whole amount is \$29,000,000, plus. Of this sum, \$5,500,000, or practically one-sixth, is to be used for personal services.

Mr. OVERTON. I believe that can be done cheaper.

Senator McKELLAR. It sounds like an awful lot.

Mr. Goss. I was saying while you were out, Senator, the cost of maintaining the records, feeding them, taking care of all the services and the contracts that are required by the Mexican Government, is high, but I do not believe it can be avoided.

AMOUNT FOR GRANTS, SUBSIDIES, AND CONTRIBUTIONS (TRANSPORTATION, MEDICAL CARE, ETC.)

Senator McKELLAR. That is not the thing. This same statement shows grants, subsidies, and contributions; transportation, medical care, and so forth, \$6,821,115. That may be high. I don't know. But figure that while we are paying these people all costs and expenses of transportation, and everything, while we are paying them \$16,000,000, we are spending over \$5½ million for those who are superintending the Federal and interstate part of the work, which just seems to me to be an enormous sum. I would like to have you state your views on that.

AMOUNT FOR PERSONAL SERVICES

Mr. Goss. I am not able to judge as to whether the \$5,000,000 is too high or too low. I do know this: The recruitment work was handicapped, and the movement work was handicapped, by lack of personnel at times of maximum demand, and I would hate to see the force cut down to save a dollar on the appropriation end and lose a thousand dollars on the production crop end. In other words, the need for growing and conserving our crops is greater than ever, and I don't believe you are going to do it for less money than we had before.

Senator HOLMAN. May I interpose a question, Mr. Chairman?

Senator McKELLAR. Yes, sir.

Senator HOLMAN. Do you suppose that part of the difficulty was on account of the inexperience and the newness of the work and getting organized? Do you suppose a smaller number of qualified workers would serve as well or better than maybe more who are not qualified to serve efficiently?

Mr. Goss. I think that question almost answers itself. There was a great deal of waste effort at the start. The men that are organized and are experienced are better able to carry on. They have done a good job after they once got in motion. I would hate to see it disturbed. But I would like to say that we feel there probably will have to be more men rather than less if we are to get the men that we have to get in order to produce and move the crops. That is the point I was making in the testimony.

It looks as though we are going to have to have in the neighborhood of 400,000 man-years picked up from somewhere, and the domestic end is not going to be as good as it was before, because the drain has been heavy. So we feel we have got to have considerably more importation of labor. We hope the committee will provide enough funds so that we will not be handicapped in getting it.

Senator HOLMAN. May I ask another, Mr. Chairman?

Senator McKELLAR. Yes, sir.

INCREASE IN MILITARY AND CIVIL NEED FOR MANPOWER

Senator HOLMAN. I have been delayed on account of my obligations to be with the Military Affairs' Committee, where the Secretary of War and the Under Secretary of War were testifying on the very important consideration of organizing manpower in production as well as in combat, and the very statement you have just made was supported by the Secretary of War, in that he stated that our war efforts, both production and combat, for the year 1944, will greatly exceed the requirements and efforts of 1943.

ALLOCATIONS TO STATE EXTENSION SERVICE AMOUNT FOR COUNTY FARM LABOR ASSISTANTS

Senator OVERTON. Your attention has been directed to the cost of obtaining labor through the interstate and foreign channels. I notice this break-down and summary of project 1; \$10,300,00. Of that \$4,189,000, which is a comparatively large sum, goes to county farm labor assistance. That corresponds to personal service on the other, does it not?

Mr. Goss. I wish I were familiar with it, Senator.

Senator OVERTON. I suppose it is additional personnel that they have to employ.

Senator RUSSELL. There is no question of that.

Senator OVERTON. I am trying to see what costs more, and it seems to me the State extension service costs proportionately more for personal service than the foreign. I may be mistaken about that.

Senator HAYDEN. Did you have some more of the statement you wished to read?

DELAY THAT WOULD BE OCCASIONED IN RECRUITING FOREIGN LABOR UNDER
RESOLUTION AS PASSED BY HOUSE

Mr. Goss. Yes. Inasmuch as the Federal Extension Service cannot commit the separate State extension services with foreign governments without prior clearance with the administrative bodies of these State institutions, considerable time would elapse before any effective foreign recruiting plans could be formulated. Furthermore, the experienced staff which has been doing this work in the Office of Labor would have to be replaced. All these factors should be considered by the Congress before making any changes in the existing plans. Any delays in the delivery of foreign workers would be directly reflected in lower agricultural production.

It seems to us that the same administrative officials, who gave such a good account of themselves in 1943 may reasonably be expected to work with more efficiency and less cost this year than any other organization which has not had this valuable experience. To cast this experience aside at this time, to change organizations, plans, policies, and procedures now, when all indications are that even under the most favorable circumstances the food produced in 1944 will fall short of requirements, does not appear to us as a sound solution of the Agricultural labor problem.

Senator HAYDEN. This is what is disturbing me. Suppose we could save some money under the program as outlined to us, which was that at the national level you would have an organization to contact foreign governments and induce them to let their folks come in here. Then the imported labor would go into a State and there the imported labor would be turned over to the State organization. That is where the saving could be made, is it? You do away with the duplication of having one organization inside the State to look out for foreign labor and another organization, which is the county agents of the State, and the directors of extension, look after the local labor. As I understand the proposal, a saving could be made by turning these foreign laborers over to the State organizations.

Mr. Goss. Well, now, I think there has been a misunderstanding. Senator Hayden. I talked with Colonel Bruton on that point this morning, because I understood that was brought up yesterday. I can only tell you what he told me. He told me that when the foreign labor, either interstate or international labor, came into a State, it went to a labor camp and the use and placement of that labor was immediately turned over to the Extension Service; that all the War Food Administrator did was to see that the records are kept, that the medical service is rendered, and that they were fed according to the contract they have with the foreign government.

DIFFICULTY IN HANDLING FOREIGN LABOR BY EXTENSION SERVICE

Senator HAYDEN. I understand that, but the only conceivable way, after listening to all this testimony, that a saving could be made would be to say that instead of that function you have outlined being performed by Federal officials on the Federal pay roll, we should appropriate the money to the State organizations and they would do the work. What disturbs me is this: We are importing this kind of labor,

say, into 30 States, 29 of which may handle these foreigners from Jamaica, Bahama, or Mexico entirely satisfactorily to those governments, but the thirtieth State does not. Immediately the responsibility is charged to our Federal Government, and the foreign government says, "You didn't treat our men right in Arizona, Nebraska, or somewhere else. Therefore, you don't get any more." That, I think, is the risk we are running. That is what disturbs me about any delegation of Federal authority. I listened very carefully yesterday to the State director from Minnesota. He made this kind of a case: He said when the Jamaicans come into Minnesota and the farmers want to obtain them, they come to him to get them, because they know him. But he had to go to somebody else. He could not distribute them himself.

Mr. Goss. Pardon me. Did he say he couldn't distribute them, or that he couldn't get them?

Senator HAYDEN. He had to see somebody before he could do it. He didn't have the authority to direct where they should go. He said he considered himself a Federal official and he could perform that function just as well as somebody sent in there by Colonel Bruton to do it. Therefore, he would save the salary of Colonel Bruton's man.

Mr. Goss. I asked Colonel Bruton on that particular point this morning, and he said the local director had the full placement. He said it is the policy of the Administrator, Judge Jones, to turn as much over to them as he could, and they have turned over to them everything they have asked for. He said he didn't think they would turn over the record-keeping to them, because that was a matter for the Federal Government but he said, "I haven't yet seen any director that wants it." He said there has been no friction and the W. F. A. have turned over to the Extension Service everything they are able to handle. I concur that if you have a contract with a foreign government and 1 State falls down, that jeopardizes the contract of the other 49 States. That is not a sound set-up.

CONTRIBUTION OF FOREIGN WORKERS IN SAVING CROPS

Senator RUSSELL. Do you think these foreign laborers made any material contribution to the saving in harvesting this tremendous crop you referred to?

Mr. Goss. Oh, yes. We have had very fine reports from the Mexicans we got in the latter part of the season.

Senator RUSSELL. Do you think it would run into any substantial sum of money that was saved, the value of these crops?

Mr. Goss. Oh, yes. I would not attempt to estimate it, Senator Russell, but in California they would have lost a large part of their citrus production without them.

MEXICAN GOVERNMENT DISTURBED OVER PROPOSED HANDLING OF FOREIGN LABOR BY EXTENSION SERVICE

Senator RUSSELL. The Mexican Government has already put our Government on notice that they are disturbed about this State management?

Mr. Goss. Yes.

Mr. RUSSELL. And unless they had a national guaranty, or a guaranty from the National Government, it might denounce the agreement under which they furnish these laborers.

NEED FOR FEDERAL CONTROL OVER LABOR IMPORTED

Senator HAYDEN. What disturbs me is how can the Federal Government make a guaranty to the Jamaican Government or the Bahaman Government or the Mexican Government that its nationals will be treated according to its employment contract unless it has control over the situation. If a mistake is made in one State and the contract is not lived up to—they don't get the medical attention, they don't get the food, they don't get the wages, the money is not held out, the records are not kept—the Federal Government would have to come in and take it away from the State. And in the meantime maybe we would be getting the help and maybe we would not.

REFERENCE TO RECENT MEETING OF PROGRAM AND POLICY COMMITTEE OF LAND-GRANT COLLEGES

Mr. Goss. There is another thing that disturbs me. The program and policy committee of the land-grant colleges met in Washington earlier this month, and I met with them because we were disturbed at the effort, or what I thought was the effort of the Extension Service to undertake something which had two effects we didn't like. First, we didn't like to see the Extension Service get into activity programs any further than necessary to meet the emergency. They're an educational institution, and we would like to keep them so. Second, we did not think they could handle this international relationship. So I told them we were disturbed at their action, and President Dykstra said, "What do you mean, our action?" I said, "Didn't the Extension Service ask for this?" He said, no, they did not. I said, "My understanding was that the Extension Service testified they wanted a change." They told me they had taken no action at all.

UTILIZATION OF COUNTY AGENTS BY COLONEL BRUTON IN HANDLING FOREIGN LABOR

Senator McKELLAR. Let me ask you this. It seems to me that Colonel Bruton has made a very efficient man in heading the foreign part of this matter. What possible reason is there why Mr. Jones could not employ Colonel Bruton to do the work he is doing now, and have Colonel Bruton use the county agents all over the country—and everybody admits the county agents have done a wonderful work, and that they are a splendid body of men and are familiar locally with what is going on—why would it not be more economical for Colonel Bruton to go on at the head of this foreign concern, have complete control of it, and have the work done by the local people at a very much less expense than is now required?

STATE EXTENSION SERVICES ARE UNDER LAND-GRANT COLLEGES

Mr. Goss. I think one reason, Senator, is that the Extension Service in the States is under the control of the land-grant colleges. Neither

the War Food Administrator, nor the Director of the Extension has any control to speak of over those colleges. They can withhold approval of salaries, but that is almost the extent of the control. When it comes to a State failing to comply with the requirements of a contract with the Mexican or the Bahaman Government, they would have no power to order the land-grant colleges to do it just the way it might be necessary to do it. Then I think there is another feature of that which should be considered. If Colonel Bruton would take all of his organization and turn it over to the Extension Division, obviously there would not be any saving.

Senator McKELLAR. No.

DELAY THAT WOULD BE OCCASIONED IN TRANSFERRING FOREIGN AND
INTERSTATE LABOR TO EXTENSION SERVICE

Mr. Goss. If, however, he had to take the Extension Division in place of his organization and rebuild it into his organization, I am inclined to believe that there would be the loss and confusion which we had at the first part of the 1943 season, and that we would have a set-back of some weeks or months until he could organize the Extension Service, even if it were possible to give him the authority.

Senator McKELLAR. It worked very well in 1943, didn't it? It was necessarily a new arrangement because it had never been used before.

Mr. Goss. It worked all right when they got going.

Senator McKELLAR. Every witness except you, I believe, has testified it was a great success.

Mr. Goss. It was. We are very much pleased with the whole program when they got under way. So much so that we do not want to see it changed.

Senator McKELLAR. And everybody testified to the value and ability of the Extension Service in carrying it out.

Mr. Goss. We think it was the working agreement between the Extension Service and the War Food Administration that made the success possible.

REFERENCE TO POSITION OF PROGRAM AND POLICY COMMITTEE OF LAND-
GRANT COLLEGES

I would like to pursue for just a moment what the Program and Policy Committee of the Extension Service told me. They said they had taken no action, no one had been authorized to speak for the Extension Service, and the members of the committee would not commit themselves at that time as to what the Extension Service would do. I gained the impression that at least 80 percent of the land-grant colleges are opposed to a change. I believe you will have before you testimony to the effect that the association is opposed to a change, although I don't have that affirmatively.

Senator McKELLAR. Two witnesses yesterday were very much in favor of the House provision. They came and presented resolutions from farmers in their community upholding the resolution as adopted in the House. You can see how mixed up we are on this.

Mr. Goss. I think it is a very mixed-up situation. But I do think, if you get to the bottom of it, and get right down to the land-

grant colleges, who have supervision of the Extension Service, you will find 80 percent of them are opposed to a change.

Senator HOLMAN. Do I gather from your testimony that you believe it is hazardous for us to attempt an economy in administration at the possible risk of loss in efficiency?

Mr. Goss. Exactly. May I speak off the record a minute?

Senator McKELLAR. Yes, sir.

(A discussion followed off the record.)

AMOUNT FOR PERSONAL SERVICES OF WAR FOOD ADMINISTRATION

Senator McKELLAR. Do you think it economical to spend \$5,506,000 from a total sum of \$29,000,000 for personal services?

Mr. Goss. I don't know whether that is an economical expenditure, but I am inclined to think, as Senator Overton pointed out, that it is about as economical as the personal expenditures in the Extension Service within the States.

AMOUNT FOR PERSONAL SERVICES OF EXTENSION SERVICE

Senator RUSSELL. The Extension Service spent 5½ million dollars out of \$10,000,000 on personal services in the States.

Senator McKELLAR. How is that, Mr. Russell?

Senator RUSSELL. On page 27, project 1; out of an allocation to the State Extension Service of \$10,300,000, they spent \$4,189,000 on county farm labor assistance, and \$1,123,000 on State personnel, and so forth. They spent more out of \$10,000,000 for personal services than the War Food Administration spent out of \$29,000,000.

Senator HOLMAN. As I understand it, Mr. Marvin Jones is in supreme charge of this work. That being so, has he not the authority to effect any economies which may be possible to effect without tampering with the efficiency of the work?

Senator McKELLAR. He rather indicated in his testimony that he was not tampering with it at all.

Mr. Goss. I didn't hear that, Senator.

Senator McKELLAR. Mr. Jones testified, if I recall his testimony correctly, that he was just allowing others to do this thing, that he was not running it—he didn't want to run it.

Mr. Goss. I think he is putting great reliance on Colonel Bruton, because when I talked with him he brought Colonel Bruton in.

Senator HOLMAN. But finally, legally, the set-up is that Mr. Marvin Jones is in command; is that not correct?

Mr. Goss. That is right.

Senator HOLMAN. Is there any language that we can write into this bill, or is there anything necessary that will authorize him to effect economies that will not hamper efficiency?

DANGER IN TURNING OVER TO EXTENSION SERVICE HANDLING OF FOREIGN AND INTERSTATE LABOR

Mr. Goss. The danger we see is this: If it is turned over to the Extension Service, Mr. Marvin Jones has control over M. L. Wilson, who has no control over the State colleges, who do control the extension work within the States. Thus we would be taking this for-

eign and interstate movement out of the hands of a Government official and putting it in the hands of the State officials. The limit of control would be a veto of salaries of the Director of Extension, and that is too tenuous. We do not think that that is wise, and we do not think there is anything material to be gained. In fact, we think it will cost more money and make for delays.

QUESTION AS TO NEED FOR REGIONAL OFFICES

Senator McKELLAR. What is the use of having seven regional offices set up throughout the country?

Mr. Goss. It was either Marvin Jones or Colonel Bruton who told me, when I questioned them, that they found they could handle it more economically in moving the equipment and the office when it was necessary to move interstate and international labor from State to State; that they could do it better when they had their office closer to the field. Part of the problem was in the record which they had to have the farmers keep on the labor that they employ from Mexico, because the farmers enter into certain guaranties, among others, that they will employ the workers 75 percent of the time. The Mexican contract is an expensive contract to administer.

Senator HAYDEN. Was the idea that that could not be done in Washington alone?

Mr. Goss. They said they did it more economically through regional offices than if they did it from Washington alone? I don't know. They have been doing a pretty good job.

Senator McKELLAR. I should think, where it is in different parts of the country that are isolated, from Maryland to California, for instance, that the Washington office, with 209 men, could look after anything you have in that line.

Senator HOLMAN. Why wouldn't it be a good idea to recall Mr. Marvin Jones and question him on this?

Senator McKELLAR. We will recall Colonel Bruton and question him.

Mr. Goss. Frankly, I think the committee, if you are confused on that point, should do that very thing, because I don't know the details of this.

Senator McKELLAR. These regional offices—the idea of starting a temporary thing like this, for the purpose of increasing the crops during the war, and immediately setting up seven regional offices throughout the country to do it, seems to me almost unnecessary. It must mean great expense and I don't see how it can help.

Senator HAYDEN. I know about the Los Angeles regional office. There are certain seasons of the year where labor moves up and down the entire Pacific coast. It moves down the Pacific coast and then comes back. You have to have somebody nearby, so that when the time for crop movement takes place, you can move it. It ripens first in the Imperial Valley. When they get through there they go into the Salt River Valley.

Senator McKELLAR. Why can't they handle all that from Washington?

Senator HAYDEN. Well, your lettuce is getting ripe. You want to know that these men are going to move from the Imperial Valley to Arizona in time, because time is a great thing in getting your lettuce

to market. When that situation is over it goes to another place. The same thing happens with cantaloups. It starts in the Imperial Valley, then goes to the Salt River Valley and then on up the valley. The same group of dealers and shippers goes right along, and labor moves right along with it.

Mr. Goss. And the equipment.

Senator HAYDEN. And the equipment. You have to have that somewhere. They ought not be required to come here to Washington to make a quick movement of that kind.

Mr. Goss. We are not very enthusiastic about having too much control in Washington, Senator McKellar. The delays we have here, and the red tape we go through in Washington in handling it—

Senator McKELLAR. I have just been called to the telephone about regional offices, about the action of the regional office in Atlanta. When anything of importance comes up it has to come to Washington, after all. It all comes here to Colonel Bruton.

Are there any other questions?

EXTENSION SERVICE SHOULD BE PRESERVED AS AN EDUCATIONAL INSTITUTION

Mr. Goss. I just want to add this one thing: We don't like to see the Extension Service engaged in this type of activity. It is an educational institution. It should be preserved as such, because every time they get engaged in something like this, the educational features suffer. However, we face an emergency on labor, and we came before your committee last year and supported turning over the intra-state features to them, because they were organized to handle it on a State basis. We thought they could handle it better than it was being handled. We do not like to see this type of activity extended. We would like to see the Extension Service get back to its normal function of an educational institution just as soon as it can reasonably be done. This seems to be an unnecessary addition to their responsibilities which will take further time and effort of their administrative heads—time and effort which are so badly needed in the educational field.

Thank you.

Senator McKELLAR. Thank you, Mr. Goss.

✓ STATEMENTS OF W. A. LLOYD, DIRECTOR OF INFORMATION, ASSOCIATION OF LAND-GRANT COLLEGES AND UNIVERSITIES; AND LAWRENCE BEVAN, SECRETARY, COMMITTEE ON EXTENSION ORGANIZATION AND POLICY

LAND-GRANT COLLEGE ASSOCIATION

Senator McKELLAR. Will you give your name to the reporter?

Mr. LLOYD. W. A. Lloyd. I am director of information of the Association of Land-Grant Colleges and Universities. We have an office here in Washington.

I am sorry that neither of the gentlemen who were to have been here as witnesses were able to come. One, Dr. W. H. Martin, of New Jersey, had a meeting of his State board, which was fixed by law at the time this meeting was set, and could not come, and the other,

Dr. H. C. Ramshower, of Ohio, was called to Chicago, so Dr. Martin sent down his associate, Mr. L. A. Bevan, to submit to you for the record the action of the executive committee.

I take it you gentlemen are familiar with the Land-Grant College Association. It is made up of the State colleges and universities in the 48 States, Alaska, Hawaii, and Puerto Rico. It has an annual meeting, and during the time the association is not in session, the executive committee is the governing body of the association.

They had a meeting in Washington last week, at which time they considered this farm-labor matter. They called before them representatives of the Farm Bureau, the Grange, and the Farmers Union, they also went over to the Department of Agriculture and had a talk with Judge Jones in the Food Administration and with Secretary Wickard. They then called in the committee on extension organization and policy, which is one of the important committees of the association. A number of Extension directors testified before them, after which they formulated a statement which Mr. Bevan will read to you in a moment.

MEMBERSHIP OF EXECUTIVE COMMITTEE

I think, for the record, you might be interested in knowing just who these men are that comprise the executive committee. Doubtless you know some of them. Some of them may be from your States. I am not sure as to that [reading:]

Executive committee: the president, C. B. Hutchison; T. O. Walton, College Station, Tex.; W. C. Coffey, Minneapolis, Minn.; C. A. Dykstra, Madison, Wis., chairman; M. S. Eisenhower, Manhattan, Kans.; M. L. Enger, Urbana, Ill.; W. H. Martin, New Brunswick, N. J.; E. G. Peterson, Logan, Utah; J. J. Tigert, Gainesville, Fla.

Thomas Cooper, secretary-treasurer, Lexington, Ky.

Senator RUSSELL. Well, you happened to miss all of us.

Mr. LLOYD. Is that so? I had not checked it. Mr. Bevan will submit these papers for the record, after which, if you gentlemen care to, you can question him in regard to this thing as it operated in New Jersey. In addition to being secretary of the committee on extension, organization and policy, Mr. Bevan is also director of extension in New Jersey, so he knows something about the operation of this from the State standpoint.

POLICY TO BE PURSUED BY COOPERATIVE EXTENSION SERVICE IN RELATION TO WAR EMERGENCY OUTSIDE FIELD OF EXTENSION EDUCATION

Mr. BEVAN. Gentlemen, I have here a statement by the executive committee of the Association of Land-Grant Colleges and Universities of policy to be pursued by the Cooperative Extension Service in relation to war emergency service outside the field of extension education.

The Cooperative Extension Service was established by the Congress as an educational activity of the State land-grant colleges and the United States Department of Agriculture. It is organized with a personnel qualified by training and experience to work most efficiently in the field of extension education. It has heavy responsibilities in this field where it has rendered effective service. The Cooperative Extension Service has, however, accepted and stands ready to con-

time to carry on additional responsibilities in connection with the war effort, wherever Congress feels it can render the most helpful service. It must be understood, of course, that sufficient additional funds must be made available if these new assignments are to be effectively discharged.

EXECUTIVE COMMITTEE NOT AUTHORIZED TO ENDORSE ANY PARTICULAR
FARM LABOR BILL

The committee has not been authorized to endorse any particular bill in connection with the farm-labor program.

This was passed in Washington, D. C., on January 12, 1944.

Senator RUSSELL. It doesn't really say a great deal, as I understand it.

Mr. BEVAN. I have another statement, prepared by Dr. Martin, of the College of Agriculture, Rutgers University.

Senator McKELLAR. You may present that.

Mr. BEVAN (reading):

STATEMENT BY DEAN WILLIAM H. MARTIN, OF THE COLLEGE OF AGRICULTURE, RUTGERS UNIVERSITY, REPRESENTING THE EXECUTIVE COMMITTEE OF THE ASSOCIATION OF LAND-GRANT COLLEGES AND UNIVERSITIES

FUNCTION OF EXTENSION SERVICE

"The Cooperative Extension Service is a joint activity of the State land-grant colleges and the United States Department of Agriculture. Its purpose, as set forth by the Congress in the basic Smith-Lever Act, is 'To aid in diffusing among the people of the United States useful and practical information on subjects relating to agriculture and home economics, and to encourage the application of same.' Congress specified further that its work 'shall consist of the giving of instruction and practical demonstrations * * * and imparting * * * information. * * *'

"Thus the Extension Service from the outset has been construed to be an educational agency, an organic arm of the cooperative educational program originally established with the passage of the Land-Grant Act, and now specifically defined to include the fields of resident teaching, research, and extension teaching. The Extension Service personnel is qualified, by training and experience, to work most efficiently in this field. In the judgment of the Land-Grant College Association, the best long-time interests of the people will be served by continuing the permanent program of the land-grant colleges within the sphere of activities that may be regarded as purely educational in nature.

COOPERATION OF EXTENSION SERVICE IN WAR EFFORT

"Under war conditions, however, it is recognized that the total mobilization of our national resources may require that many individuals and agencies pursue activities lying outside their traditional fields. The land-grant colleges have accepted, and will continue to accept, such extraordinary responsibilities in the field of agriculture as the Congress may feel they are best qualified to bear. It is as-

sumed, of course, that such emergency assignments of responsibilities will carry with them the means with which to fulfill them.

"This is a general statement of policy designed to promote the most effective utilization of the facilities of the land-grant colleges in furtherance of the war effort. It is felt that the specific application of this policy to the farm-labor program should be developed by the Congress.

ATTITUDE OF EXECUTIVE COMMITTEE TOWARD TRANSFERRING TO EXTENSION SERVICE HANDLING OF FOREIGN AND INTERSTATE LABOR

"The executive committee doubts, however, if the Extension Service is so organized or equipped as to operate effectively in the field of interstate or international movement of farm labor. It also looks with much concern on too close involvement of the county extension agents in matters having to do with agricultural deferments by the selective-service boards. The Extension Service must work amicably with all farmers.

"Obviously, the Extension Service is ready and willing to furnish Congress with all available information concerning the requirements for farm labor which must be met to enable farmers to continue maximum production of the agricultural products so necessary to the war effort."

(End of Dr. Martin's statement.)

Senator OVERTON. Is Dr. Martin speaking for the whole association?

Mr. BEVAN. Yes, sir; he is.

QUESTION AS TO TRANSFERRING FOREIGN AND INTERSTATE LABOR TO EXTENSION SERVICE

Senator McKELLAR. The general question seems to be this, Doctor: Everybody is agreed that we should get more farm labor for 1944, and that we should continue the farm-labor organization that we had in 1943, by which a great many of the local people were induced to go on the farms, and even go to other communities and other States; also they all seem to be agreed that foreign workers should be obtained from Mexico and from other countries, to come in here and help us out in making the biggest crop ever made. All that seems to be fine; everybody seems to be agreed on it. They are not agreed on the exact amount we should appropriate, but that will be decided by the committee later on. But a question has arisen here about the wording of this bill, whether or not the foreign part of it should be continued as it was last year, or whether it would be more economical and better for the farmers, who might produce more, if the foreign part of it were kept under the present management, but assisted by the county agents throughout the country.

Some believe, and Mr. O'Neill testified here yesterday, that his organization believed that the Farm Extension Service had had such long experience and had such capable men, and they had done such fine work, that they were ideally equipped to handle the foreign service, under the organization here in Washington, as it was handled last year. It also developed that the War Food Administration had set up seven regional offices throughout the country, and they had 209 men here in Washington—they employed that many here—and 1,364

in the various regional offices helping take care of these foreigners. The question is, should we go on as we did last year with this rather extensive set-up, or should we go on with the Farm Extension Service to aid us with the foreign laborers as well?

I think I have stated the case. What is your opinion on it?

Mr. BEVAN. I can only speak from my experience in New Jersey on that point, because the committee took no definite action on this point. From the New Jersey standpoint, where I am director of extension, our experience was limited primarily to handling the intra-state labor program, and while I can see that there are certain advantages in having one agency handle this, we have not had any experience in the matter of handling interstate or foreign labor.

Senator MCKELLAR. That would be done here in Washington, according to Mr. O'Neill's plan.

Senator HAYDEN. Did you have any Bahamians or Jamaicans?

Mr. BEVAN. We had about 2,000 Jamaicans in the State, at three camps.

Senator HAYDEN. Were they helpful to you?

Mr. BEVAN. Yes, they were.

RESPONSIBILITY FOR CARRYING OUT AGREEMENTS WITH FOREIGN GOVERNMENTS

Senator HAYDEN. The question before this committee is, we have an importation of Jamaicans, Bahamians, and Mexicans, and the testimony is that there should be an even larger number for this next year than last year, because there will be a greater demand on account of the greater loss of farmers. Now, to obtain that labor, you must make an agreement with the foreign government that the labor, if brought to this country, will receive the going rate of wages, will receive medical care, proper housing, and part of its wages will be deducted and sent back to the home country. And above all things, we are concerned to see that these foreigners do get out of the United States. So we have to keep track of them in great detail. The question that is disturbing us is, if that labor came into your State, and was turned over to you, could you fulfill all the guarantees that have been made to the foreign governments, or would it be better to leave that responsibility to the Federal Government?

Mr. BEVAN. I believe I will have to answer that this way: Last year, under Public Law 45, according to the farmers of New Jersey, it worked with reasonable satisfaction. If you were to ask the farmers of the State which way they preferred to have it done next year, I believe they would say that would be a matter of judgment, and I don't believe I can give you the answer.

Senator HAYDEN. I understand the farmer's point of view perfectly. He would like to be able to go to one man in New Jersey and have that one man settle the whole thing right there. He would like to be able to come to you, and you could say, "Yes, you will get these men." But if there is this responsibility to a foreign government for the care of these men, the question is whether you should assume that responsibility or whether it should still remain in the Federal Government.

Mr. BEVAN. The situation varies from one State to another, and from one section of the country to another, and I think that is one of the reasons why it would be difficult to handle it on a standardized

basis. That is one of the reasons, I believe, that the directors of extension took no action. Because there is this difference between, say, Florida and California, or New Jersey and Colorado.

QUESTION AS TO WHETHER EXTENSION SERVICE COULD HANDLE FOREIGN LABOR WITHIN A STATE MORE ECONOMICALLY

Senator OVERTON. Are you in a position to say whether or not the extension service can handle the foreign labor after it gets within the State more economically than can the Labor Office of the War Food Administration?

Mr. BEVAN. I don't see how I could answer that question. Again I would say the reaction of the farmers in our State is if some arrangement could be made so that the camps could be handled within the States, after the foreigners or interstate men are delivered there, then I think the extension could handle it, provided we do not get into 48 involvements.

Senator McKELLAR. If there are no further questions, we are very much obliged to you.

Mr. BEVAN. We appreciate the opportunity very much.

STATEMENT OF MRS. ELIZABETH SASULY, LEGISLATIVE DIRECTOR, UNITED CANNERY, AGRICULTURAL PACKING AND ALLIED WORKERS OF AMERICA, AFFILIATED WITH THE CONGRESS OF INDUSTRIAL ORGANIZATIONS

Senator McKELLAR. Will you give your name to the reporter?

Mrs. SASULY. Elizabeth Sasuly, legislative director, United Cannery, Agricultural Packing and Allied Workers of America, a C. I. O. affiliate.

Senator McKELLAR. You have a statement to present?

Mrs. SASULY. Yes, sir.

Senator McKELLAR. You may do so.

IMPORTANCE OF FOOD PRODUCTION

Mrs. SASULY. The Congress of Industrial Organizations, at its last annual convention held in November in Philadelphia, recognized that "the production of food is as vital to victory as the output of tanks, planes, and all other war weapons." The C. I. O. resolved that "our national food policy must aim to increase the supply of food for military, civilian, and allied needs."

The United Cannery, Agricultural, Packing and Allied Workers of America, a C. I. O. affiliate, represents more than 100,000 workers in the food processing industries and in direct agricultural production in all parts of the country. We are primarily concerned with securing maximum food production with the full utilization of manpower. We are, therefore, vitally concerned in House Joint Resolution 208 which is now before you for consideration.

NECESSITY FOR ELIMINATING SECTION 4 (B) OF BILL—DISRUPTIVE EFFECT OF THIS SECTION ON THE FOOD-PROCESSING INDUSTRIES

Before discussing some of the more general aspects of the bill, I would like to take up sections which are of particular concern to the

workers in food-processing industries, and to my union which has contracts throughout the food-processing field.

H. J. Res. 208 amends Public Law 45 by adding section 5 (h) which reads:

When authorized by the Administrator, workers under the program may be used in the packing, canning, freezing, or other processing of perishable fruits and vegetables.

My organization has no objection to this provision, provided that the need for workers in these industries is certified by the War Manpower Commission, and provided section 4 (b) of the bill, which I discuss below, is amended.

The intention of the above amendment presumably is to increase the production of processed food and we are heartily in accord with that intention. But section 4 (b) of the bill must be amended or the result will be friction and disruption of production in food-processing plants. Section 4 (b) as written in Public Law 45 and as proposed in H. J. Res. 208 means that workers transported by the Government can be prevented from working under the same conditions as other workers in the plant and that they can be denied rights to which they are entitled by the laws of the United States. Let me explain:

Section 4 (b) states:

No part of the funds herein appropriated, or heretofore appropriated or made available to any department or agency of the Government for the recruiting, transportation, or placement of agricultural workers, shall be used directly or indirectly to fix, regulate, or impose minimum wages or housing standards, or to regulate hours of work, or to impose or enforce collective-bargaining requirements or union membership, with respect to any agricultural labor, except with respect to workers imported into the United States from a foreign country and then only to the extent required to comply with agreements with the Government of such foreign country: *Provided*, That nothing herein contained shall prevent the expenditure of such funds in connection with the negotiation of agreements with employers of agricultural workers which may provide that prevailing wage rates shall be paid for crops and areas involved and that shelter shall be provided for such workers.

Now it is true that the terms of international agreements are excepted from these limitations. However, a clause in the International Agreement between the United States and Mexico states that—

groups of workers transported into this country under this understanding shall elect their own representatives to deal with the employer, but it is understood that all such representatives be working members of the group.

The largest group of workers moved under the Government transportation program last year were Mexican workers. To bring these workers into food-processing plants under the conditions provided by section 4 (b) would have a disruptive effect on production. For example, our union has 10,000 members working under contract in the major lettuce and other vegetables and small fruit-producing areas in California and Arizona. Additional workers are in the process of being organized. If the Mexican workers are not permitted to work under contract conditions where they are in effect, or to participate in N. L. R. B. elections where they are being held, much hard feeling will develop and there is a grave danger of disruption of production. I want to emphasize the fact that this can turn into an extremely serious situation.

I am stating these facts so that the committee will understand what the actual situation is in the areas where the present section of the bill

is likely to result in the greatest difficulties. I might add that our union has had a practically perfect no-strike record in this industry which before the war was characterized by a great number of quickie strikes each year. We are pledged to no strikes for the duration of the war. But we would be failing in our duty if we did not call to your attention situations which may provoke strikes. In passing, I might point out that our organization recently succeeded in persuading some 4,000 citrus workers in Florida to return to work after they had struck against an arbitrary wage ceiling set by the Florida State Wage Board.

I want to point out that the difficulties which will arise if section 4 (b) is not eliminated will develop equally if there is use of Government transported domestic workers as well as foreign workers in food-processing plants. Under section 4 (b) workers transported under the program are not entitled to minimum wages, housing standards, regulation of hours or collective bargaining rights. On the other hand, food processing workers are entitled to the benefits covered by the Fair Labor Standards Act and the National Labor Relations Act. You will have a situation where workers transported under this program and excluded from these benefits work alongside regular workers who are entitled to these benefits. This will not make for greater food production.

Senator McKELLAR. You have an amendment you wish to suggest?

Mrs. SASULY. Yes; I have.

TEXT OF PROPOSED AMENDMENT TO SECTION 4 (B)

Senator McKELLAR. Would you mind reading that right now?

Mrs. SASULY. Yes; I will. The amendment we would substitute for 4 (b) is as follows:

Provided further, That Section 4 (b) of said Act of April 29, 1943, is hereby amended to read as follows:

"No part of the funds herein appropriated or made available to any department or agency of the Government shall be used for the recruiting, transportation, or placement of workers, except for employment by employers who shall employ such workers under all the terms and conditions of employment applicable to other employees of the said employer, nor shall any part of the said funds be used for the recruiting, transportation, or placement of workers under any terms, conditions, or agreements which shall deny to such workers while employed in this country any rights or benefits provided under the laws of the United States for other workers in the same or similar employment, except as otherwise provided in Sections 5 (b) and—¹ of this Act."

I want to point out that this amendment does two things:

(1) It maintains the status quo conditions in any plant. That is, if there is a union contract in effect, the amendment provides that the workers who may be transported by the Government are to be employed under all the terms applicable to the workers already in the plant.

(2) It removes a provision which would attempt to deprive the food-processing workers transported by the Government of the rights and benefits to which they are entitled by law.

I want to emphasize that in our opinion the amendment we are offering will assist in increasing food production by guaranteeing

¹ Appropriate reference to a proposed amendment to make deductions under the Social Security Act inapplicable to *imported* workers.

harmonious relations in food-processing plants instead of stimulating disruption, which is what section 4 (b) is designed to do.

I want to point out that this fact has been recognized by representatives of one of the chief processing industries in which the bill proposes to use transported workers. The New Jersey Cannery Association is supporting the amendment we have submitted for your consideration. The New Jersey Cannerymen have a practical approach to the practical problem that will arise if they should need Government-transported labor. They know and we know that cutting out irresponsible provisions which put attacks on labor above the need for production is of the utmost importance in getting out the 1944 pack.

DEFINITION OF AGRICULTURAL LABOR

Section 5 (c) (3) of the bill states that the definition of agricultural labor shall be that used by the Fair Labor Standards Act or the Internal Revenue Code. The present definition of agricultural labor used by the Internal Revenue Code includes packing shed workers employed in highly industrialized operations as "agricultural laborers."

It is just as important to solve the manpower problems of food-processing industries as it is to solve those of agriculture. But this will not be accomplished by a change in definition. I do not want to attribute ulterior motives where none exist, and I understand that some people believe that classing these industrial workers as agricultural workers in a way of getting funds to cover their transportation, but I am afraid the record proves there has been an attempt over a period of years to exclude packing shed and other industrial food processing workers from social and labor legislation by calling them agricultural workers.

My organization is opposed to the Internal Revenue Code definition and asks that it be dropped from the present bill.

FULL UTILIZATION AND MOBILITY OF FARM LABOR

At the present time there are two laws which prevent the full utilization of our farm labor supply. One is the Tydings amendment to the Selective Service Act which defers virtually all farm workers and farm operators. The other is Public Law 45, particularly the Pace amendment which requires the approval of the county agent before workers can be moved temporarily out of a county by the Federal Government. Before discussing the manner in which these laws prevent full utilization of our manpower on the farms I would like to make the serious charge that these two laws were enacted on the basis of misleading, if not false, information presented to the congressional committees. Let me elaborate.

The Tydings amendment was enacted chiefly on the basis of the results of a survey of about 2,800 county agents who were asked a series of questions on the farm labor situation. A report was submitted to Senator Bankhead on February 22, 1943, by the Secretary of Agriculture summarizing the results of the survey. An examination of each of the conclusions reveals how wrong these county agents were.

First, the report states that 99 percent of the county agents alleged that "farm labor had been appreciably reduced by being absorbed by the military forces or industry." This conclusion reached in early 1943, presumably reflected the farm labor supply situation in 1942. Yet, the Bureau of Agricultural Economics reports that average farm employment in 1942 was higher than in 1941, 10,397,000 compared with 10,361,000. Farm employment in 1942 was only 4.8 percent less than the 1935-39 average, a period recognized by farm leaders to be one of huge surpluses of farm labor.

Secondly, with respect to losses to the armed forces and to industry, the report stated that the opinions of the county agents "indicate slightly more counties where the labor loss has been heavier to the military forces than to industry." Yet, Senator Hayden estimates that, on the basis of information which he received from the Department of Agriculture and Selective Service that only 25 percent of the persons who left the farms went into the armed forces. The remainder were attracted to industry by the lure of higher wages. Thus, the Tydings amendment failed to meet the real issue—higher wages in industry, not the draft. Incidentally, Great Britain recognized that higher industrial wages were the main cause for the movement from the farms to the factories and established a national minimum farm wage.

Thirdly, about 71 percent of the county agents "indicated that there would be a reduction in the acreage in cultivation in 1943." A recent report of the Bureau of Agricultural Economics reveals that 347,498,000 acres were harvested in 1943 as compared with 338,081,000 in 1942, an increase of nearly 10,000,000 acres.

Fourthly, about 73 percent of the county agents indicated that the losses during 1941 and 1942 had not been replaced. This, obviously, cannot be so, since, according to the B. A. E. farm employment in 1942 was higher than in 1941 and only 1.9 percent less than in 1940. And this slight loss was substantially in unpaid family labor, not in wage workers.

I emphasize these points not only to demonstrate that the Tydings amendment was enacted on the basis of "wrong" information but also to bring to your attention the fact that the same county agents who have revealed themselves as incompetent in judging the farm labor situation are the ones to whom the responsibility is given for carrying on the farm-labor program under House Joint Resolution 208. It is only natural that the county agent, who has the job of advising farmers on general and technical problems, should reflect the views of farmers who fear a labor shortage or seek to maintain reserves of surplus labor.

Public Law 45, and particularly the Pace amendment, was also enacted as a result of the same type of misinformation. There was considerable talk of the need for 3,500,000 farm workers for 1943. This, frequently, was translated as a shortage of 3,500,000 workers. Actually, this number of farm workers is simply the number of seasonal workers—both unpaid family workers and wage workers—who are normally employed for the peak harvest. These workers came forth when they were needed, although it required extra money plus higher wages to do it in 1943.

The most serious effects of the Tydings amendment were, first, that a double burden was placed on industry to supply men for the armed forces. Most data indicate that over 1,500,000 persons in agriculture out a total labor force of 12,500,000 have been deferred under the Tydings amendment, or more than 12 percent. Deferments in industry have totaled 1,400,000 out of a labor force of 42,000,000—or about 3 percent. Of the 4,000,000 persons inducted in 1943, it is estimated that about 5 percent, or 200,000, were farm workers.

In addition, the Tydings amendment defers persons in agriculture who are not necessarily making any significant contribution to agriculture. These workers would improve their economic status as well as help in the war effort if they moved to industry.

Since the bill now before you for consideration reflects generally the recommendations of the American Farm Bureau Federation, I would like to comment briefly on the testimony given before the House Appropriations Committee by the representative of this organization, Mr. W. R. Ogg.

Mr. Ogg attacks the “swivel chair statisticians” who have “made estimate that there are 1,500,000 workers in agriculture who can be spared to go into war plants and in the armed services.” He challenges them to find these workers. All I can say is that the Bureau of Agricultural Economics (whose data Mr. Ogg tries to interpret when useful to him but ignores when they contradict him) found 540,000 such workers in the Appalachian region alone in a recent report. I am quite sure that hundreds of thousands more would be found by the B. A. E. if, and when, other areas are surveyed.

Mr. Ogg brands as “false and unfair” the charge that agriculture is a haven for “draft dodgers.” In my opinion, agriculture has, in general, done an excellent job in producing the food so necessary for both the war and the peace to follow. But it seems to me that it may be subject to such charges if the present deferment policy continues. The November issue of *Factory Management and Maintenance* points out that 36 percent of the male workers in manufacturing industry as compared with 23 percent in agriculture, have gone into the armed services. Furthermore, reports of the War Manpower Commission indicate that there has been an abnormal movement back to the farms. For each worker in agriculture who is deferred regardless of his contribution to the war effort additional workers from the shipyards, or airplane plants, must be drafted. Surely, agriculture can contribute as many workers to the armed forces as can our war factories.

Mr. Ogg states further that—

Figures compiled by the War Food Administration show that in the past 3 years the farms of the United States lost a total of 4,350,000 able-bodied and experienced workers who went into industry and into the armed forces * * * or more than half of the Nation's farm force as of January 1940.

This statement is made without once pointing out that these losses have been replaced. What are the facts? During January 1943, the B. A. E. estimates that farm employment was about 8,200,000 as compared with 8,500,000 during January 1940, a loss of only about 300,000—not 4,350,000.

Mr. Ogg, in attempting to prove a severe farm labor shortage, uses the “best indication” (according to him)—namely, the B. A. E. “farm-labor index for July 1943 which showed supply of 57 percent, the lowest for any July on record, and demand of 125 percent, the highest for

any July on record." The Tolan committee analyzing these indexes concluded that they have "certain basic weaknesses * * * which sometimes lead to unnecessary confusion, alarm, and erroneous reports of farm labor shortages by persons using these figures uncritically." These indexes give supply and demand as percentages of "normal" conditions. "Normal" conditions means normal peacetime conditions of tremendous farm labor surpluses and underemployment. In simple language this means that the reports reflect the opinion of the reporters and nothing more.

But if Mr. Ogg had looked further into this same B. A. E. report of July 1943 he would have found that employment during July 1943 was about 95 percent of the 1935-39 average. This figure alone reveals how inaccurate is the "57 percent" figure. The B. A. E. in its December farm labor report stated that "during 1943, the average number of persons employed on United States farms was * * * 1 percent fewer than in 1942." This report also stated that despite the widespread expectations of "farm labor shortages" throughout the past year, this factor does not appear to have resulted in any significant damage to the 1943 crops or in more than usual losses through failure to harvest them.

I know that the usual response to these statements that there have been replacements is: "Yes, there have been replacements, but they are so inefficient." To this I can only say, first, that Chester Davis, the former War Food Administrator, in his report to the President said that these replacements showed (to use his phrase) "surprising efficiency." Secondly, the output per farm worker in 1942 was 32 percent greater than during the 1935-39 period. Finally, the replacements could not have been inefficient and have done the tremendous production job at the same time.

The reason I am elaborating on these points is that with few exceptions no agency or group—either within or without the Government—has seen fit to present these facts to a congressional committee. I challenge anyone to disprove the facts presented to you by my organization. And the knowledge of these facts is essential before any intelligent job can be done by your committee. Furthermore, since most of the data presented by the Farm Bureau has been misleading, it seems to me that this committee should carefully examine any proposals made by the Farm Bureau since they, too, may have been made on wrong information.

IMPORTANCE OF MOBILITY OF AGRICULTURAL WORKERS NECESSITY FOR ELIMINATING SECTION 4 (A) (THE PACE AMENDMENT)

This central point—the necessity for mobility if there is to be proper utilization of the agricultural labor we have instead of freezing this labor with no regard for how it is used or for the needs of the other sections of our war economy—was brought out most clearly in the report to the Food Advisory Committee by the Subcommittee on United States Food Allocation Policy (released July 1943):

Providing adequate labor for the proposed 1944 and 1945 production program depends first of all on increasing the mobility of our agricultural workers. Instead of freezing them in their present locations, every effort should be made to insure their rapid, orderly, and planful movement from one task and one area of peak demand to another. It is directly contrary to the interests of the war that workers be frozen on farms that are too poor or too small, or which

can produce only those crops we have little need for. The prevailing practice of requiring the county agent to approve the transfer of any farm worker out of the county merely assures the continuance of the present poor distribution and use of farm labor, and in fact helps to wipe out the valuable army of migratory farm workers whom we have had in the past. Even worse is the practice, now observed officially by Louisiana, Arkansas, Mississippi, and Missouri, and unofficially by other States, of prohibiting the use of farm labor for out-of-State use. Unless both Federal and State restrictions on the controlled movement of farm labor are removed, any food program that involves either a substantial increase in total output, or a significant shift in emphasis from one crop to another, is impossible without a considerable increase in the total number of farm workers. When the desired results can be achieved by better use of the existing farm labor force, any such increase is indefensible and directly contrary to the interests of the war effort.

House Joint Resolution 208 includes the so-called Pace amendment (sec. 4 (a)), which prohibits the transportation of workers unless the county agent approves. I think that the committee should consider the testimony of Secretary Wickard and Chester Davis on this very point last year. Both stated quite definitely that this provision would hamper the program. This has been borne out by the fact that only 9,400 domestic agricultural workers were moved across State lines under this program between May 1 and September 22, 1943. (A total of 30,000 placements involving these workers was made during this period.)

There is no question that the number of domestic workers who can be used in other areas during off seasons is far greater than this figure. I think no one would disagree with a quotation from a recent memorandum of the Office of Extension which was called to my attention. This memorandum stated "States and counties are loath to certify areas of recruitment." Those areas in the West, Pacific Northwest, Southwest, North Central States, and New England which require large numbers of migrant seasonal workers to harvest their war-essential crops will be seriously affected by the retention of section 4 (a). It should be eliminated from the bill.

As a final comment on the necessity for mobility of agricultural labor and the restrictions which now hamper movement, I would like to tell you of an experience which my union had in 1943.

At the close of the citrus season in Florida we found that hundreds of our members were unemployed or employed in nonessential industries. We went to the Office of Labor and asked where these workers could be used to alleviate farm-labor shortages. We were told that because of the Pace amendment it would be impossible to work out of any means of using them. Subsequently, we were requested by the War Manpower Commission to assist them in making these workers available to the Campbell Soup Co., with whom we have a contract, in Camden, N. J.

Together with the Campbell Soup Co., we did assist the W. M. C. in bringing 438 workers to Camden and returning them to Florida by the beginning of the citrus season. However, due to the restrictive Emigrant Agent Law of Florida, our representative was actually arrested for his assistance to the WMC, and the War Manpower Commission was prevented from recruiting an additional 500 workers who were available. Because these 500 workers were kept in Florida, where they were not needed in the off season, the Army was forced to disrupt the training of soldiers and send them into the Campbell Soup plant to get out an essential food pack.

The kind of program our union attempted to assist the Government in carrying out in this case called for the mobility we need both for agricultural workers and food-processing workers to expedite production of food for victory. But section 4 (a) of House Joint Resolution 208 makes sensible, practical solutions of this kind impossible.

PROPOSAL TO TURN THE PROGRAM OVER TO THE FEDERAL OFFICE OF EXTENSION AND TO THE STATE EXTENSION SERVICES

One of the most important issues before you is whether or not the entire farm-labor program should be turned over to the Extension Service. The best evidence I have as to why the Extension Service is not equipped to handle the farm-labor program, particularly the foreign and interstate phase of it, is the testimony of M. L. Wilson, head of the Federal Office of Extension, who last year, before the House Appropriations Committee stated:

When it gets over into the administrative and regulatory field as applied to migratory laborers, the operation of labor camps, service to the Mexican laborers, and the adjudication of disputes, and so forth, which come up in connection with wage rates and working conditions, it is not wise for the Extension Service to undertake these. Of course, these activities apply primarily to the fruit, vegetable, and sugar-beet industries. That is where the migratory labor enters the problem. The organization of the Extension Service, because of its background and the kind of personnel it has, is not equipped for regulatory and administrative service and that sort of thing (p. 192).

In urging that complete responsibility of the farm-labor program be turned over to the Extension Service, Mr. Ogg repeatedly asserts that it is "an agency close to the farmers in which they (that is, the farmers) have confidence." This undoubtedly is the case, at least for the large commercial farms employing large numbers of workers. But any program which fails to recognize the needs, hopes, and desires of farm workers is bound to fail. An organization which is responsible for recruiting workers, as well as placing them, must have the confidence of both groups. Representatives of foreign governments have already established a close working relationship with the Office of Labor. Foreign workers in particular, and farm workers in general will have a greater confidence in the Office of Labor than in the Extension Service.

In attempting to show how efficient and economical the Extension Service is, as compared with the Office of Labor, War Food Administration, Mr. Ogg states that from May 1 to September 30 the Extension Service made a total of 2,700,000 placements, transported and housed 21,942 intrastate workers within their respective States, and operated 283 farm-labor camps for 54,088 workers—all at a cost of \$4,500,000—while the Office of Labor—

during the same period transported and furnished subsistence en route to a total of 100,054 foreign and interstate workers * * * operated 151 farm-labor centers for 70,000 to 80,000 workers, and also provided health and medical care to workers in these centers—

at a cost of \$22,065,000.

Mr. Ogg, by this comparison, is trying to show that the Extension Service is economical and efficient, whereas the Office of Labor is not. Such comparison is unfair because: (1) It obviously costs more to transport foreign and interstate workers than to place intrastate work-

ers. If the Extension Service assumed the former job its costs would rise tremendously; (2) most of the placements of the Extension Service were for short periods of employment. Workers transported by the Office of Labor work for long periods of time and for essential crops.

I submit that the best measurement of a job done for each dollar expended is the man-days of work secured for essential war crops. Until such information is submitted no judgment can be made as to which agency is more efficient or more economical.

The Office of Labor already has trained and experienced personnel handling the foreign and interstate aspects of the program. They have had the contacts with foreign governments as well as with State governments. They have built up an administrative organization. To change now would create serious problems.

The chief objection is that this bill fails to meet the needs of war. The manpower problem is a National, not a State, problem. Our manpower resources must be considered a national pool from which our armed forces, industry, and agriculture can secure the necessary labor. The invasion of the European Continent is near. War casualties must be expected to be high. The demands on industry and agriculture will increase. In these spheres of action quick and decisive measures must be taken. Federal action can be quick and decisive in moving workers to areas of need. This is no time for experimentation. A global war cannot be fought on a State-by-State basis.

House Joint Resolution 208 should therefore be amended so that the Office of Labor can continue its present functions. We endorse the recommendations of the Bureau of the Budget in this respect.

AMOUNT OF THE APPROPRIATION

House Joint Resolution 208 appropriates \$27,000,000, plus the unexpended balance under the previous appropriation of about \$6,750,000, or a total of around \$33,750,000. This amount is about the same as was available during 1943, but it should be kept in mind that most of the 1943 funds were not made available until May 1 and operations were delayed until the administrative machinery was established. In view of the larger job to be done in 1944, we do not think the amount recommended is sufficient to meet the problem of furnishing manpower for the farmers.

Secondly, only \$4,000,000 is allowed for the construction and operation of 49 new portable farm labor supply centers. This is insufficient to meet the housing needs of farm workers. Congress has appropriated considerable sums to house workers in war centers. Farm workers are also doing an important job, and unless decent housing is provided for them it will be difficult to recruit them, let alone keep them on the farms.

I therefore renew the recommendation I made to the House committee that a minimum of \$65,000,000 be appropriated to provide for a realistic program which will permit the full utilization of farm workers—for with greater utilization agriculture will be able to furnish the armed forces and the war industries with more men. It seems to me the cost is little compared to the costs which may arise from a shortage of workers in our war industries. The report of the House committee mentioned the fact that the War Manpower Com-

mission advised the committee that the war industries and armed forces will require 4,000,000 additional persons during the fiscal year 1944—with 2,600,000 coming from nonagricultural industry. The remaining 1,400,000 must be found if we are to achieve victory in 1944. In my opinion agriculture can contribute a large part of this number. An appropriation of \$65,000,000 will achieve 3 things: (1) Fuller employment of domestic workers; (2) release workers for the armed forces; and (3) provide the war industries with necessary workers.

EXTENSION OF HEALTH AND MEDICAL SERVICES RENDERED

Finally, I would like to urge the adoption of Senator Johnson's amendment which would provide health and medical services not only to workers transported or housed under this program, but to all low income or migrant farm workers. Under the present law a worker who migrates and travels under his own steam, and finds his own job, is not entitled to any medical benefits. This is simply discriminatory. You may have a situation where two apple pickers fall from the same tree and both break their arms. Under existing law, one may receive medical attention, the other receives none.

It is important that communities which utilize migrant seasonal labor be protected from communicable diseases. If any community employs both transported and nontransported workers it will not have protection. We urge the adoption of the amendment in S. 1493.

In passing it should be pointed out that the transfer of part of the medical program to the States, as proposed by House Joint Resolution 208, would seriously affect the entire administration of the health program, which is administered by commissioned officers of the United States Public Health Service, and has been operating effectively on a regional level. It has established favorable working relationships with private physicians and voluntary hospitals. The necessity to reestablish these relationships on a State level would weaken the entire program, which, incidentally, has received favorable support from organized medicine. Furthermore, no epidemics of communicable diseases either in the farm-labor camps or the surrounding areas have occurred. Undoubtedly the medical program of the past year has contributed to higher working efficiency and morale on the part of workers who have received its services.

SUMMARY OF RECOMMENDATIONS

To summarize, my organization recommends—

- (1) That section 4 (b) be amended, as recommended above, to eliminate provisions which will disrupt food production.
- (2) That the Internal Revenue Code definition of agricultural labor which is used in section 5 (c) (3) in this bill and which classifies packing-shed workers as agricultural workers be eliminated.
- (3) That section 4 (a), the so-called Pace amendment, be eliminated.
- (4) That the present administrative set-up be maintained.
- (5) That the appropriation be increased to \$65,000,000.
- (6) That the amendment introduced by Senator Johnson, S. 1493, be adopted.

Senator McKELLAR. We are much obliged to you. I am sorry, but we will not have time to hear the other witness, and will have to ask her to return tomorrow.

STATEMENT SUBMITTED BY NATIONAL ASSOCIATION FOR THE ADVANCEMENT
OF COLORED PEOPLE

NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE,
New York, N. Y., January 20, 1944.

Senator KENNETH McKELLAR,
Acting Chairman, Appropriations Committee,
United States Senate, Washington, D. C.

DEAR SENATOR McKELLAR: On behalf of the National Association for the Advancement of Colored People which has more than 600 branches in 40 States, many of which are located in the agricultural belt, I desire to express opposition to House Joint Resolution 208 now before your committee.

The declared purpose of the bill is to assist in providing an adequate supply of farm workers for the production and harvesting of agricultural commodities essential to the prosecution of the war. It is our considered opinion that the bill in its present form defeats that purpose.

It places the program under the Agricultural Extension Service, an agency which is extremely decentralized, being financed on a Federal, State, and county grant-in-aid basis. The county agent, who is the representative of the Extension Service on the local level and is in charge of agricultural mobilization within the county, is only remotely responsible to the Director of the Extension Service at best. But in some States, it is said, the county's share of the agent's salary is provided by certain private associations and groups of farm employers.

Under these circumstances, it would be not only unwise—but a step backward—to predicate a national farm-labor mobilization program, such as this country requires, on a loose-knit organization such as the Extension Service.

Of equal concern to us is section 4 (a) of the bill which requires the prior consent in writing of the county agent before a class of farm workers can leave a county on Federal moneys. The bill contains no protection for the worker against arbitrary refusal on the part of the agent, when it can be reasonably assumed that such agent will share the feelings of local employers used to a large surplus of cheap labor. The Negro worker is an easy victim under this provision. Surplus or under-employed Negro farm workers, whose services are needed in labor-shortage areas can be literally frozen in a county for the sole purpose of maintaining the traditional cheap labor market. Not even by design could farm labor, on the national or sectional level, be more completely immobilized than by this provision of the bill.

Finally, we are very much opposed to section 4 (b) of the bill which prohibits the use of funds to fix minimum wages, housing standards, and other work and health standards. This provision if allowed to remain will run counter to every humane and enlightened concept of the twentieth century. It is unthinkable that the Federal Government would seek to induce farm workers to leave their homes to work in distant places in the interest of the war effort without guaranteeing to them a minimum wage and health standard.

I want to reiterate that this bill defeats its own avowed purpose. We urge the committee not to report it to the floor without meeting the foregoing objections.

Respectfully yours,

LESLIE S. PERRY,
Administrative Assistant.

Senator McKELLAR. We will adjourn until tomorrow morning at 10:30.

(Whereupon, at 12:45 n. m., the committee adjourned to 10:30 a. m. Thursday, January 20, 1944.)

FARM LABOR SUPPLY ADMINISTRATION BILL, 1944

THURSDAY, JANUARY 20, 1944

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS,
Washington, D. C.

The subcommittee met, pursuant to adjournment, at 10:30 a. m., in the committee room, the Capitol, Hon. Kenneth McKellar presiding.

Present: Senators McKellar, Hayden, Overton, McCarran, Bankhead, Nye, and Holman.

Senator McKELLAR. The committee will come to order.

STATEMENT OF MRS. THOMASINA W. JOHNSON, LEGISLATIVE REPRESENTATIVE, NATIONAL NONPARTISAN COUNCIL ON PUBLIC AFFAIRS, ALPHA KAPPA ALPHA SORORITY, WASHINGTON, D. C.

FARM LABOR PROGRAM

Senator McKELLAR. Will you give your full name and representation to the reporter?

Mrs. JOHNSON. Mr. Chairman and gentlemen, I am Mrs. Thomasina Walker Johnson, legislative representative of the National Non-Partisan Council on Public Affairs of the Alpha Kappa Alpha Sorority at 961 Florida Avenue NW., Washington 1, D. C. We represent some 6,000 college and university women in 152 chapters in 46 States. All of our members are of college rank or above, most of whom are teachers, rural and urban, lawyers, physicians, dentists, social workers, writers, artists, home demonstration agents, Jeanes teachers, and professional women of all types. We have followed the plight of the underprivileged farmers and the small farmer for many years. We have conducted a mobile health clinic among the farmers of the South since 1934. This has ministered to the health and dental needs of the hired hands, sharecroppers, and tenant farmers in some of the most needy areas of the South. Each year, along with the physicians and dentists that we have sent have gone social workers who have tried to ferret out the causes of such poverty, ignorance, disease ridden bodies, and all other problems. This project, paid for with our own funds and the workers being our members who have volunteered their services, has been described by Dr. Thomas Parran, United States Surgeon General, as "one of the best jobs of volunteer public-health work he has ever seen". Hundreds of our members are home demonstration agents for counties in the rural areas, some are Jeanes teachers, many are rural

teachers with the problems and needs of the rural families, whose children they teach, at heart. We have kept a close watch on developments in the farm situation and the farm-labor program. This farm-labor program is also of particular interest to our organization, because millions of Negroes are agricultural workers.

TRANSFER OF OFFICE OF LABOR TO EXTENSION SERVICE

We are concerned about some of the things that happened this past year, and are happening now, in this program. Just before Congress adjourned for the Christmas holidays, the House of Representatives passed House Joint Resolution 208, which would abolish the Office of Labor in the War Food Administration and place the operation of the farm labor program entirely in the hands of the Federal Extension Service and the extension services of the State land-grant colleges. Mr. M. L. Wilson, Director of the Federal Extension Service, has admitted to Congress that his office has no control over the State extension services; that it can only suggest and recommend actions for them to take.

Judge Marvin Jones, War Food Administrator, said that the Director of the Extension Service, Dr. M. L. Wilson, could not give State directors directives to do anything. That is in the House hearings on page 276.

As everyone who has any knowledge of agriculture knows, the Extension set-up is dominated, and its activities in some States partly financed, by the American Farm Bureau Federation, which purports to be an organization of rank-and-file farmers, but whose policies are dictated by plantation owners and operators of big "factory farms."

POSITION WITH RESPECT TO TRANSFERRING OFFICE OF LABOR TO EXTENSION SERVICE

If the House action is allowed to stand, the Federal Government will be depriving itself of any control over how Federal funds are used. Every extension service will have a "green light" to run the labor program in its State the way it and the farm bureau sees fit, regardless of national needs and policies.

We are opposed to such a move. We petition you to leave the Office of Labor of the War Food Administration in charge of the program, and insist that the State extension services, in carrying out the functions delegated to them, comply with policies laid down for uniform and equitable handling of the farm labor problem nationally.

ELIMINATION OF PROVISION REQUIRING COUNTY AGENT TO GIVE CONSENT TO MOVEMENT OF FARM LABOR OUT OF A COUNTY

We urge that the provision in Public Law 45, section 4A, in H. J. 208 known as the Pace amendment, be eliminated from the program. This is the provision which prohibits the Government from transporting the farm workers out of the counties where they live without permission of the county extension agents. This is not good government, and certainly does not aid in the effective prosecution of the war, to charge a Federal agency with the responsibility of recruiting and transporting workers for farmers who are short of labor, and then

giving county agents, who are not employees of the Federal Government, the power to obstruct that Federal agency from doing its work.

EFFECT OF PACE AMENDMENT

In our opinion, it would not have been necessary to bring in labor from foreign countries in 1943 if the Office of Labor had not been prevented by the Pace amendment from recruiting and transporting sufficient numbers of American farm workers. This amendment encouraged hoarding of labor in farming areas, particularly cotton and tobacco areas, which had a surplus of workers during all or part of the year. County agents in these areas, in the face of selfish local demands to hold on to surplus labor and keep wages down, were reluctant to let the Government transport workers to other parts of the country where there were actual labor shortages and food crops rotting in the fields.

Furthermore, many farm workers were deliberately misled into thinking that the Pace amendment prohibited them from moving even at their own expense, without permission of county agents.

I would like to read an article that was taken from the Post on Saturday, January 15. The title is "Farm Labor." It comes in a letter to the editor.

(The article referred to is as follows:)

[From the Washington (D. C.) Post, Saturday, January 15]

FARM LABOR

Between State bureaucrats and the big one-crop farmers and Senators from the Southern and Southwestern States, our food-growing farmers in Maryland are being taken for a ride. Last year when we tried to get labor for harvesting truck crops by hiring that labor as we have done for 30 years, in its home States, we found that Congress, without a protest from our Maryland Senators and Congressmen, had frozen that labor. No labor could be moved without the permission of the farm bureau agents down there, even when the labor was idle two-thirds of the time.

In order to make certain we didn't get any of that labor the Farm Security Administration camps were prohibited by Congress from housing any American Negroes who paid their own way into Maryland. We did get some foreign labor from the Bahama Islands, and it was good.

Now we learn this week that Florida, which would not allow labor to be moved out when we needed it in 1943, only has to make a noise at Washington and our State bureaucrats round up all the domestic Negro labor in our Maryland farming districts and rush it down to cut sugarcane. Do our alleged Maryland representatives in Congress approve this action? Where will that labor be when we want it for our early field work and truck crops? Why not move the foreign labor which is still here down to Florida and leave ours here?

If it was prohibited by Congress to move labor out of Florida to Maryland in 1943, why is it now permitted to move domestic labor out of Maryland to Florida? What is sauce for the goose is sauce for the gander. There is no shortage of sugar with millions of tons in Cuba and Puerto Rico, but there will be shortages in real food this year if Maryland's harvesting and canning labor is missing.

ALVAH H. SMITH.

CAMBRIDGE, MD., *January 13.*

Mrs. JOHNSON. That is an illustration of how the Pace amendment works.

Because of this amendment, thousands of farm workers were forced to sit idle during periods when there was no work for them on farms in their home counties, while their Government was importing foreign

workers, paying their travel costs and employing them to harvest vital war crops of farmers who were desperately short of skilled labor.

ELIMINATION OF PROVISION PROHIBITING USE OF FUNDS TO FIX MINIMUM WAGES, HOUSING STANDARDS, AND SO FORTH

Another objectionable provision of Public Law 45 is the one which states that—

No part of the funds shall be used directly or indirectly to fix, regulate, or impose minimum wages or housing standards, to regulate hours of work, or impose or enforce collective bargaining requirements or union membership except with respect to workers imported into the United States from a foreign country, and then only to the extent required to comply with agreements with the government of such foreign country.

The workers imported from Mexico, Jamaica, and the Bahama Islands have contracts with the War Food Administration which, among other things, guarantee them the prevailing wage for the kind of farm work they do and not less than a minimum of 30 cents an hour or its equal in piece rates, full employment for at least 75 percent of their contract period, subsistence allowances if needed, decent shelter, and medical care, free transportation, and the right to bargain collectively. They also are promised that they will not be subjected to racial discrimination. The farmers who employ them must also sign contracts with the War Food Administration.

We heartily endorse the letter and spirit of the agreements with foreign governments under which their workers are employed in this country. But we feel compelled to ask, why are such guarantees denied to our own farm workers? Why does the Congress of the United States discriminate against American citizens by denying to them the treatment accorded to foreigners?

EXPANSION OF MEDICAL SERVICES TO INCLUDE MIGRATORY WORKERS NOT RECRUITED AND TRANSPORTED BY FEDERAL GOVERNMENT

There is still another matter which we feel should be corrected, in fairness to the workers concerned. Foreign workers imported by the Government receive free medical care. So do farm laborers of this country who are transported at Government expense. So do workers who reside in the Government farm labor camps, whether they have been transported by the Government or are following the crops at their own expense. But migrant farm workers who do not reside in the camps and whose transportation is not paid by the Government, are not eligible for this medical care. It seems to us that this rule outrageously discriminates against thousands of farm workers who cannot for one reason or another, live in the Government camps, and have not depended upon the Government to pay for their travel. There is no reason why this bill should not include any migrant farm laborer. We understand that Senator Hiram Johnson of California has proposed an amendment, S. 1493, which would extend free medical care to these workers. We sincerely hope the Congress will adopt it.

GOVERNMENT CAMPS

In connection with the Government camps, workers in some of them this past year complained bitterly of bad housing, lack of sanitation, and poor feeding arrangements. The Office of Labor's explanation

was that it did not have the funds to improve the facilities and services. We believe that the farm labor camps should be on a par with those provided for soldiers and sailors, and that there should be enough of them so that workers confronted with intolerable living conditions on the farms of their employers, could turn to the Government camps and find decent shelter, clean mess halls serving nourishing food, medical care, and adequate facilities for recreation.

MEMBERSHIP OF STATE WAGE BOARDS

Another recommendation we should like to make: It is our understanding the Office of Labor plans to establish State wage boards for the purpose of holding public hearings and determining the maximum wage rates to be paid for farm work in their States. In States where a high percentage of the workers are Negroes, we feel at least one of the members appointed to serve on these boards should be a Negro, and that Negro workers should be given the opportunity to express their own views at the public hearings.

DISCRIMINATION BECAUSE OF RACE, COLOR, CREED, RELIGION, OR NATIONAL ORIGIN

We should also like to ask that the bill be further amended to read under the title "Expenditure of other funds," section 3, subsection (d), that after section 3 the following section be added,

SEC. 4. To administer this Act without discrimination in employment and other provisions of this Act because of race, color, creed, religion, or national origin and in accordance with the Executive Order No. 8802.

PROPOSED AMENDMENT OF SECTION 4 (B)

Another recommendation we should like to make is by way of a further amendment.

Provided further, That section 4 (b) of said Act of April 29, 1943, is hereby amended to read as follows:

"No part of the funds herein appropriated or made available to any department or agency of the Government shall be used for the recruiting, transportation, or placement of workers, except for employment by employers who shall employ such workers under all the terms and conditions of employment applicable to other employees of the said employer, nor shall any part of the said funds be used for the recruiting, transportation, or placement of workers under any terms, conditions, or agreements which shall deny to such workers while employed in this country any rights or benefits provided under the laws of the United States for other workers in the same or similar employment, except as otherwise provided in section 5 (b) and with reference to the making of deductions under the Social Security Act inapplicable to imported workers."

We are now engaged in a global war in which food is one of our basic weapons—as important as munitions, ships, planes, tanks, and guns. Food is not only a "critical war material" now, but it will be urgently needed by the United Nations Relief and Rehabilitation Administration in the conquered countries as well as in the post-war economic adjustments, both at home and abroad.

Gentlemen, we know that you, too, want to use our available farm labor to best advantage for food production and we know that you will agree that this can best be done by leaving the operation of the farm

labor supply program in the Office of Labor in the War Food Administration, with free mobility for domestic farm workers.

Are there any questions?

Thank you.

WAR MANPOWER COMMISSION

IMPORTATION OF FOREIGN WORKERS FOR OTHER THAN AGRICULTURAL PURPOSES

LETTER TO WAR PRODUCTION BOARD ON NEED FOR WOOD CONTAINERS FOR FRUITS AND VEGETABLES

Senator HAYDEN. Mr. Chairman, in connection with the amendment that I offered providing for the importation of workers for other than agricultural purposes, I would like to have included in the record at this point a letter addressed to Hon. Donald Nelson, Chairman, War Production Board, which sets forth the great need for wooden containers for fruits and vegetables. Another way of describing it is softwood.

Senator McKELLAR. Without objection the letter will be included in the record.

Senator HAYDEN. It very properly states the immense shortage now existing.

(The letter referred to is as follows:)

WASHINGTON, January 13, 1944.

Subject: Containers.

Hon. DONALD NELSON,

Chairman, War Production Board,

Washington, D. C.

DEAR MR. NELSON: Following very recent informal conferences, it was suggested that the principal points discussed be reduced to writing for your consideration.

It is self-evident that containers are essential to the war effort as well as to the civilian economy. It is reliably reported that 40 percent of all lumber presently produced is required for wooden containers. A shortage of containers therefore necessitates allocation on the basis of relative essentiality which will certainly result in the waste of food products. There will also be delays in shipment of commodities of all sorts required by the military services and for civilian needs. The actual and prospective shortage of containers will work against the success of planning programs necessary to secure adequate food production because of the fear on the part of farmers that these commodities when produced cannot be handled at harvest time.

It is submitted that a diligent effort implemented by all of the agencies involved to increase the production of lumber and of pulpwood provides a much more effective and satisfactory solution to the problem than the attempts to divide equitably and with due regard to essentiality an inadequate total supply of materials for containers.

Increased production of lumber and of pulpwood involve separate treatment, but can be dealt with simultaneously, as they both contribute to the desired overall requirements.

Dealing first with lumber production of softwood in the first 11 months of 1943 is stated to be approximately 24,000,000,000 board feet, of which about 12,000,000,000 was produced on the Pacific coast by the substantial commercial lumber operations centered in that area.

The latest inventory of softwoods both wholesale and retail show an alarming decline as indicated by the following comparison:

Dec. 31, 1941-----	6,894,395,000
Dec. 31, 1942-----	4,156,567,000
June 30, 1943-----	2,681,755,000

We are informed that the wooden containers for just fresh fruits, vegetables, and meats require an aggregate of $2\frac{1}{2}$ billion board feet per year.

The limiting factor in increased lumber production is skilled labor and to a lesser extent logging equipment and mill repair parts, although the plant capacities are adequate for all needs of increased production if and when the logs are made available.

Pulpwood production is scattered over several areas of the United States, the commercial industry being centered chiefly in the South, but with an important percentage derived from the numerous individual farm wood-lot operations in New England and elsewhere in the country.

The limiting factors in increasing pulpwood production vary with the locality but principally involve the price level established for this wood by Office of Price Administration which is not an incentive to increase production or even to maintain previous production. Shortages of equipment such as tractors required to handle this operation in many scattered localities are also contributing to the decline.

The appropriate offices in War Production Board and War Food Administration have full information on each of these situations. It is apparent to those who participated in these informal conferences that ample opportunity does exist for a prompt increase in production of both lumber and pulpwood in amounts adequate to relieve the existing and rapidly increasing shortages provided the offices charged with these responsibilities coordinate their efforts to supply—

- (1) The additional labor required;
- (2) An adequate price incentive where that is necessary to stimulate production; and
- (3) Replacement parts to maintain existing equipment and such new equipment as may be required to handle the increased production.

With appreciation for your prompt action on this critical problem through coordinating the efforts of the appropriate agencies.

Yours very truly,

SPECIAL CONTAINERS COMMITTEE,
PAUL S. ARMSTRONG.
WILLIAM HACKENDORN.
W. B. PARKER.
RAYMOND W. MILLER.

SHORTAGE OF LABOR FOR KEEPING RAILROAD TRACKS IN REPAIR

Senator HAYDEN. In that connection I would also like to have printed in the hearings two paragraphs from a letter written by the Federal Security Administrator on December 13, 1943, which relates to the shortage of labor for the railroads in keeping their tracks in repair.

I am not including all of the letter, because the rest of it refers to other matters; but the two paragraphs state the problems, and the table that follows indicates the demand for that kind of imported labor.

Senator McKELLAR. Without objection, it is so ordered.
(The letter referred to is as follows:)

OFFICE FOR EMERGENCY MANAGEMENT,
WAR MANPOWER COMMISSION,
Washington, D. C., December 13, 1943.

* * * * *

I am attaching a table which shows the number of workers actually requested to be imported by various American railroads. This table reveals a need for more than 40,000 imported workers for the railroad industry alone. These are actual demonstrated needs and in every instance the listed railroads have indicated a willingness to assume the financial and other obligations involved in the use of foreign workers. As the table indicates, we have been able to meet only one-half of the needs of the railroads for imported labor.

In addition to the railroads, there are numerous industries which have been unable to secure an adequate supply of domestic labor. These industries include lumbering, food processing, forge and foundry, fertilizer production, jute,

meat packing, pulp and paper production, textiles, and a wide variety of other industries which have a great demand for unskilled labor. I do not mean to imply that all of these industries in all parts of the country are severely handicapped by labor shortages, but there are, in many parts of the country, shortages of unskilled labor which simply cannot be met from domestic sources. We believe that the figures for the railroad industry are a reasonably accurate reflection of the existence of similarly acute demands in other industries.

Railroads Requesting Imported Labor

	<i>Requests for Mexican nationals</i>
New York, Chicago & St. Louis R. R. Co.....	250
Pere Marquette Ry.....	330
Erie R. R. Co.....	920
Delaware, Lackawanna & Western R. R. Co.....	750
Illinois Central system.....	200
New York Central system.....	5,000
New York, New Haven & Hartford R. R. Co.....	500
Pennsylvania R. R.....	3,300
Chicago, Milwaukee, St. Paul & Pacific R. R. Co.....	1,200
Chicago & North Western R. R. Co.....	600
Northern Pacific Ry. Co.....	500
Chicago, Burlington & Quincy R. R. Co.....	2,100
Chicago, Rock Island & Pacific Ry. Co.....	550
Texas & Pacific Ry. Co.....	500
Atchison, Topeka & Santa Fe Ry. system.....	5,930
Panhandle & Santa Fe Ry. system.....	703
Great Northern Ry. Co.....	250
Pacific Fruit Express Co.....	1,235
Southern Pacific Co.....	12,925
Northwestern Pacific R. R. Co.....	340
San Diego & Arizona Eastern Ry. Co.....	235
Western Pacific R. R. Co.....	1,300
Spokane, Portland & Seattle Ry. Co.....	638
Florida East Coast Lines.....	150
Total.....	40,406

REMARKS

1. Represents only those major railroads currently requesting employment of imported workers.
2. The railroads which filed reports with the Railroad Retirement Board showed unfilled labor needs, as of November 1, 1943, of 81,035 workers for all occupations in the maintenance of equipment and stores and maintenance of way and structures.
3. Recruitment of domestic labor during October 1943 not only failed to meet the labor needs of the railroads but failed to reduce the October 1, 1943, shortage of workers, totaling 81,089.

LETTER FROM BUDGET BUREAU APPROVING AMENDMENT PROPOSING FUNDS
FOR IMPORTATION OF CERTAIN MIGRATORY WORKERS

Senator McKellar. In that connection, I want to insert in the record a letter from Mr. Wayne Coy, Acting Director, Bureau of the Budget, concerning this legislation.

(The letter referred to is as follows:)

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D. C., January 19, 1944.

Hon. KENNETH MCKELLAR,
Acting Chairman, Senate Appropriations Committee,
United States Senate, Washington, D. C.

MY DEAR SENATOR MCKELLAR: This is in reference to the proposed amendment by Senator Hayden to the joint resolution (H. J. Res. 208) making an appropriation to assist in providing a supply and distribution of farm labor for the calendar

year 1944. This amendment would provide funds to the War Manpower Commission for the temporary migration of workers (other than agricultural workers) from foreign countries for employment in the continental United States with industries and services essential to the war effort.

The provisions of this amendment are in general accord with the language of an estimate which was transmitted to Congress last October (House Document 315). The amount of money proposed, \$1,359,200, would provide for the importation of 10,000 workers during a 12-month period. This appears to be reasonable. Since the provisions and amount are in general agreement with the estimate previously submitted, there would seem to be no objection to their inclusion in the pending bill.

Very truly yours,

WAYNE COY, *Acting Director.*

LETTERS AND TELEGRAMS SUBMITTED FOR THE RECORD

Senator McKELLAR. I have also various letters and telegrams from different Senators about this which I want to put into the record; they will be put in at this point.

(The letters and telegrams referred to are as follows:)

UNITED STATES SENATE,
November 2, 1943.

HON. KENNETH MCKELLAR,
Chairman, Committee on Appropriations
Senate Office Building, Washington, D. C.

MY DEAR SENATOR: I enclose herein a copy of S. 1493, introduced by me on October 29. This measure was introduced at the instance of the California Medical Association, of San Francisco, and a copy of their letter to me is also enclosed.

Sincerely yours,

HIRAM W. JOHNSON.

CALIFORNIA MEDICAL ASSOCIATION,
San Francisco, October 18, 1943.

The Honorable HIRAM W. JOHNSON,
United States Senator from California,
Senate Office Building, Washington, D. C.

DEAR SENATOR JOHNSON: This letter is written on behalf of the agricultural workers of California who have been served by the Agricultural Workers Health and Medical Association in the past. Our attention has been directed to the present situation by the medical members of their board of directors.

Your attention is called to that section of Public Law 45 regarding the migratory agricultural workers and their families who would be eligible for health and medical service.

The present wording of the act is so restrictive that it excludes from medical care all agricultural workers who do not receive their employment as a result of some activity of some of the Government agencies financed by Public Law 45. This means that our own American agricultural workers who have sufficient initiative and ingenuity to develop employment resources of their own are denied medical assistance.

In order to broaden the scope of professional services to be rendered, a proposed amendment to Public Law 45, section 3 (a) (2) has been suggested. The proposed amendment would be as follows, the amendments being *italicized*.

SEC. 3 (a) (2) furnishing, by loans or otherwise, of health and medical and burial services, training, subsistence, allowances, protection, and shelter for such workers and their families: *Providing further, That funds available to the Administrator may be used for providing health and medical services to other migratory workers and their families who have entered the area without recruitment or assistance of any Government agency and have engaged in agricultural work and to whom adequate health and medical services are not otherwise available in the area where they are working.*

The California Medical Association, an organization of some 7,000 licensed physicians and surgeons, through the council, its constituted authority, requests your support of the proposed amendment.

May we express the hope that you will write us in regard thereto? Kindly address your communication to:

Karl L. Schaupp, M. D., President, California Medical Association, 450 Sutter Street, room 2064, San Francisco 8, Calif.

With thanks for your help in this.

Cordially yours,

THE COUNCIL OF THE CALIFORNIA MEDICAL ASSOCIATION.

KARL L. SCHAUPP, M. D., *President*,

PHILIP K. GILMAN, M. D., *Chairman*,

By GEORGE H. KRESS, M. D., *Secretary*.

[S. 1493, 78th Cong., 1st sess.]

A BILL To amend section 3 (a) of the joint resolution entitled "Joint resolution making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1943," approved April 29, 1943, as amended

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That subsection (a) of section 3 of the joint resolution entitled "Joint resolution making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1943, approved April 29, 1943, as amended, is amended by striking out the word "and" before the figure "(5)" in the last sentence in such subsection; and by striking out the period at the end of such sentence and inserting in lieu thereof a semicolon and the following: "and (6) furnishing, by loans or otherwise, of health and medical services to migratory workers engaged in agricultural work, and to members of the families of such workers, to whom adequate health and medical services are not otherwise available in the area where they are employed, whether or not such workers have been recruited or transported pursuant to this joint resolution."

VIRGINIA FARM BUREAU FEDERATION,

Harrisonburg, Va., January 6, 1944.

HON. CARTER GLASS,

Senate Office Building, Washington, D. C.

DEAR SENATOR GLASS: I understand that House Joint Resolution 208 will be taken up by your Senate Appropriation Subcommittee on Deficiencies immediately after reconvening. I am writing you to express the interest of our membership of 12,700 farm families in House Joint Resolution 208 as passed by the House, which is turning over full responsibility for the placement of farm labor to the Extension Service.

The fine record which the Extension people made in handling the labor last year, we believe, justifies the continuing of their part in the placement of this labor. The part which they performed during 1943 surely should not be taken from them and I understand that they would prefer to have full responsibility for the placement of labor if any of the work is continued with them rather than to have divided responsibility.

The farmers' interests would undoubtedly be well served by placing, therefore, full responsibility in the hands of the Extension Service. The cost would be greatly lessened if we are to judge by their past record. I understand that the Extension Service is not asking for these additional duties since they are carrying a heavy load due to the increased demands upon them for securing enormous quantities of food in addition to their regular educational work.

To our thinking it is not undesirable to place this work with an agency that is not dependent upon this work for continuance after the war, because we will surely desire to discontinue much of this service following the war emergency.

I am enclosing you some information concerning House Joint Resolution 208 providing appropriations for continuing the farm labor program.

If you find that our request for support of House Joint Resolution 208 is in the public interest, I hope very much you will use your great influence in support of the resolution when it is considered by your committee.

With best wishes for your good health, I am

Yours very truly,

VIRGINIA FARM BUREAU FEDERATION, INC.

G. F. HOISINGER, *President*.

Encl.

C. C. Dr. J. R. Hutcheson.

INFORMATION CONCERNING HOUSE JOINT RESOLUTION 208, PROVIDING APPROPRIATIONS FOR CONTINUING FARM-LABOR PROGRAM

At the present time two separate offices and two separate organizations are being maintained to recruit, transport, and house farm workers. The State extension services are engaged in recruiting, transporting, placing, and housing local labor within their respective States. The Office of Labor of the War Food Administration also maintains a field organization to recruit, transport, and provide housing for interstate movements of domestic labor, and to recruit, transport, and provide housing, medical care, etc., for foreign workers. Both organizations maintain separate sets of farm-labor camps and shelters for the housing of farm workers. Both organizations maintain offices in Washington to provide general supervision of these two organizations. In addition, the War Manpower Commission has control of the utilization of prisoners of war.

This division of authority and responsibility not only results in unnecessary expenditures and wastage of manpower, but interferes seriously with the maximum utilization of farm labor.

In order to correct this situation, the American Farm Bureau Federation recommended that the responsibility for the entire program be concentrated in one agency; namely, the Federal Office of Extension, in cooperation with the State extension services, and that the program be decentralized in the States as far as possible. These recommendations are embodied in House Joint Resolution 208, which was approved by the House Appropriations Committee and later approved by the House, and now before the Senate Appropriations Committee.

Under the plan as provided in this bill, the entire responsibility for handling the farm labor program would be concentrated in the Agricultural Extension Service, and all of the actual operations would be decentralized and handled by the State extension services, with the exception of the recruiting of foreign labor in foreign countries and the transportation of these workers from these countries to the various States and their return to the points of recruitment, which would be handled by the Federal Office of Extension in the United States Department of Agriculture. The functions and duties of the Office of Labor and its regional offices would be abolished, and these functions would be transferred to the Federal Office of Extension, together with such personnel now employed by the Office of Labor as would be needed. A special unit would be set up in the Federal Office of Extension, whose duties would be limited to the recruiting and transportation of foreign workers to and from this country.

The State extension services would handle the recruiting, transportation, and placement of all domestic workers, and also the provision of housing, medical care, etc., and the placement of foreign workers who are brought to their respective States. The Federal Office of Extension would utilize the State extension services for the movement of domestic and foreign workers from State to State, instead of maintaining a separate field organization for this purpose. All farm-labor camps would be turned over to the State extension services and handled by one agency, instead of two separate organizations and two separate sets of camps.

The program is sufficiently safeguarded and coordinated with the war-food program by virtue of the fact that the entire Extension Service is already under the administrative direction of the War Food Administration, and the bill appropriates the entire fund; namely, \$27,000,000, to the War Food Administrator, who in turn apportions not more than \$17,500,000 to the State extension services "in accordance with such agreements as may be entered into by the Administrator and such extension services, and subject to the supervision of the Administrator," and the remainder of the funds is allotted by the Administrator to the Office of Extension, which is under his supervision.

In case any State extension service is unwilling to undertake the responsibility or is not carrying out the program satisfactorily there is a general provision in the bill, which is in the present act, which empowers the Administrator to utilize the facilities, services, and personnel of any other units within the Department of Agriculture, or "to enter into agreements with other public or private agencies or individuals, and "to utilize the facilities and services of such agencies," and "to delegate to them functions under this joint resolution," and "to allocate or transfer funds to such agencies." The War Food Administrator is also authorized to cooperate with the Secretary of State in the negotiation or renegotiation of agreements with foreign governments relating to importation of workers.

The War Food Administrator is also authorized to allocate funds to any State to provide farm labor-supply centers in case the facilities provided the State extension services are inadequate.

Thus, the War Food Administration has general supervision of the entire program, but the actual operating responsibilities are concentrated in the Federal Office of Extension at the Federal level, and the State extension services at the State and county levels.

As to the objection raised in some quarters that the Federal Office of Extension is not experienced or qualified to handle the foreign labor matter, it should be understood that the functions and duties of the Office of Labor, and such of its personnel as would be required, would be transferred to a unit in the Federal Office of Extension to carry on this particular work, but under the plan as proposed, its duties and responsibilities would be reduced merely to recruiting and transporting these workers to the States and back to their respective counties, which would be a relatively minor responsibility.

This plan represents a saving of \$8,000,000 below the plan submitted by the Bureau of the Budget. These savings are made possible by concentrating the administration in one agency, which already has a set-up in every agricultural county and an experienced, trained, administrative organization, with relationships already established. Furthermore, local agencies such as the extension service, who are familiar with conditions, can get the work done more expeditiously and effectively at less cost than a Federal agency.

The best proof of this is the record up to date. Under the appropriation of \$26,000,000 provided last spring, the State extension services have made nearly 3½ million placements of farm workers, involving approximately 1½ million different workers; yet they only expended approximately \$5,700,000 of the \$13,000,000 made available to the State extension services for this work. In other words, they will turn back over \$7,000,000, which is more than one-half of the total amount of funds appropriated. In striking contrast, the Office of Labor of the War Food Administration handled approximately 100,000 foreign and interstate domestic workers, and expended a total of over \$14,000,000.

Under the plan proposed by the administration in the Budget estimate, the State extension services would have been allotted \$10,300,000 for 1944 to make 5,000,000 placements of 2¼ million different workers to 1,000,000 farmers; whereas the Office of Labor in the War Food Administration would have been allotted a total of over \$29,000,000 to handle approximately 120,000 foreign and interstate domestic workers, including transportation and housing. Obviously, under such a plan "the tail would be wagging the dog." Moreover, a careful study of the Budget showed that greater efficiency of operation could be obtained and millions of dollars saved by concentrating the responsibility in one agency.

The State extension directors, at their national annual conference in Chicago last November, adopted a resolution stating that they were willing to accept the entire responsibility of handling the farm-labor program, if Congress saw fit to give it to them, but they did not want to handle it on the basis of divided authority and divided responsibility.

M. C. Wilson, who is in charge of the farm-labor program in the Federal Office of Extension, told the House Committee on Appropriations that the Federal Office of Extension would be willing to undertake these additional duties. (See p. 288, hearings, Farm Labor Program, 1944.)

Judge Marvin Jones, in his statement to the committee, expressed a preference for the plan as submitted by the Budget Bureau but said he would not oppose turning the whole job over to the extension service if Congress saw fit to do it. (See p. 281, hearings, Farm Labor Program, 1944.)

UNITED STATES SENATE,
COMMITTEE ON FOREIGN RELATIONS,
Washington, D. C., October 19, 1943.

HON. CARTER GLASS,

Chairman, Committee on Appropriations,

United States Senate, Washington, D. C.

MY DEAR SENATOR: I am enclosing a letter I have received from Mr. H. E. Blesi of the Fairmont Canning Co., Fairmont, Minn.

Mr. Blesi writes about the appropriation of funds for the War Food Administration for bringing in laborers to help harvest crops in the agricultural areas for the 1944 season. He states, "In that the War Food Administration did such good work in the 1943 season, we are asking your assistance and co-operation in getting appropriations for the same organization for the 1944 season. * * *

I am sending this to you for your committee's consideration in dealing with the appropriation for the War Food Administration.

Yours sincerely,

HENRIK SHIPSTEAD.

FAIRMONT CANNING CO.,
Fairmont, Minn., October 8, 1943.

Senator HENRIK SHIPSTEAD,

United States, Senate, Washington, D. C.

DEAR SENATOR SHIPSTEAD: In the season of 1943 the War Food Administration Office of Labor, handled the agricultural labor in the agricultural territories in Minnesota. They shipped in hundreds of laborers who helped harvest the crops throughout the season. This labor was composed of Jamaicans, Bahamans, and Mexican nationals.

We understand that there are no funds appropriated for this work for the 1944 season, however, we believe it will be necessary, in order for the crops in Minnesota to be harvested in 1944, that outside labor will have to be shipped to Minnesota again. A great deal of this labor will be wintered in Florida where they will be cutting sugarcane but that crop will be harvested in time for this labor to return to the northern area and harvest crops here.

In that the War Food Administration did such good work in the 1943 season, we are asking your assistance and cooperation in getting appropriation for the same organization for the 1944 season. Anything that you can do to keep this organization functioning will be most sincerely appreciated by ourselves and our many growers in the surrounding territory. As you no doubt know, this labor was shipped into Minnesota in June and is still working in this territory. At the present time they are assisting with the potato harvest in northern Minnesota and with the completion of the potato harvest, they will help with the sugar beet harvest.

Thanking you for your cooperation, we are,

Most sincerely yours,

FAIRMONT CANNING CO.
H. E. BLES.

UNITED STATES SENATE,
COMMITTEE ON FOREIGN RELATIONS,
Washington, D. C., October 26, 1943.

Hon. CARTER GLASS,

Chairman, Committee on Appropriations,

United States Senate, Washington, D. C.

MY DEAR SENATOR: I am enclosing a letter I have received from Mr. E. V. Cliff, chairman of the civilian defense council, Ortonville, Minn.

With his letter Mr. Cliff encloses a copy of a resolution passed by the Civilian Defense Council of Big Stone County urging the appropriation of sufficient funds to take care of the employment of the necessary personnel to assist in overcoming a manpower shortage in the agricultural area. He states that it is the belief that if the war continues, the manpower shortage will be even more acute during the next cropping season and that in order to prepare for the emergency, it is necessary that these men be employed on a 12 months' basis.

I am sending this to you for the committee's consideration.

Yours sincerely,

HENRIK SHIPSTEAD.

OFFICE OF CIVILIAN DEFENSE,
Ortonville, Minn., October 22, 1943.

Hon. HENRIK SHIPSTEAD,

Senator, Senate Office Building, Washington, D. C.

DEAR MR. SHIPSTEAD: Enclosed herewith you will find a copy of a resolution passed by the civilian defense council of Big Stone County, together with the production committee of Big Stone County, asking that Congress appropriate sufficient funds to take care of the employment of the necessary personnel to assist in overcoming a manpower shortage in the agricultural area. These men did excellent work during the cropping season of 1943 and it is now complicated by some counties going to discontinue their services during the winter months.

It is the belief that if the war continues, that the manpower shortage will be even more acute during the next cropping season and that in order to prepare

for the emergency, it is necessary that these men be employed on a 12-month basis in order that they may make proper surveys and plans for the next year. If they are not employed on a 12-month basis, it is very possible that we will lose some of the men who have now had experience as a result of their service during the 1943 season.

We believe this matter is urgent and are asking you for your support and prompt action.

Respectfully yours,

E. V. CLIFF.

Chairman, Civilian Defense Council.

RESOLUTION

Whereas there was an acute shortage of manpower in the agricultural areas in Minnesota, including Big Stone County, Minn., during the growing season of 1943; and

Whereas the Congress of the United States very wisely in anticipating this shortage of manpower appropriated funds for the employment of personnel to assist the farmers in obtaining the necessary manpower as far as possible; and

Whereas such personnel operated under the extension division of the University of Minnesota did an excellent job during this crisis; and

Whereas if this war continues for another year the manpower shortage will be even more acute in the agricultural areas; and

Whereas in some counties in the State of Minnesota it is now contemplated to release this personnel during the winter months when the organization for the year 1944 should be set up, with the possible chance of losing many who had experience during the season of 1943: Now, therefore, be it

Resolved by the civilian defense council of Big Stone County, Minn., and the production committee of Big Stone County, Minn. That the Congress of the United States be immediately urged to appropriate more funds in order that the personnel now employed to assist in the manpower shortage in the agricultural areas be retained on a 12-month basis, in order that proper surveys and plans may be made and prepared to meet and overcome the anticipated manpower shortage during the year 1944, and such further time as shall be necessary to insure a capacity production of food in the agricultural areas so necessary to the winning of the war and peace.

BIG STONE CIVILIAN DEFENSE COUNCIL,

By G. V. CLIFF, *Chairman.*

UNITED STATES SENATE,
COMMITTEE ON THE JUDICIARY.

January 10, 1944.

SENATE APPROPRIATIONS COMMITTEE,

United States Senate, Washington, D. C.

GENTLEMEN: I am enclosing a letter from the Wisconsin Cannery Association, Madison, Wis., and I trust your committee will give consideration to the ideas contained therein when House Joint Resolution 208 is before your committee.

Sincerely yours,

ALEXANDER WILEY.

WISCONSIN CANNERS ASSOCIATION.

Madison 3, Wis., January 6, 1944.

Reference: Appropriation to provide supply of farm labor.

HON. ALEXANDER WILEY,

United States Congress, Senate Office Building, Washington, D. C.

DEAR SENATOR WILEY: It appears to us that some amendment of House Joint Resolution 208, which passed the House last month just prior to the recess, is desirable to insure that most effective use is made of whatever moneys are appropriated for the purpose of providing farm workers in 1944. House Joint Resolution 205 was introduced by Mr. Cannon, of Missouri, on December 13 and provides essentially for the continuation of the same farm labor program as obtained in 1943 under Public Law Numbered 45. At the hearing before the Committee on Appropriations, the Farm Bureau Federation backed by the Federal Extension Di-

vision of the United States Department of Agriculture, asked for an amendment which would allocate all the funds in the appropriation and vest full authority for administration of the program in the hands of the Federal Office of Extension and the State extension services. As a result of this request, Mr. Cannon introduced House Joint Resolution 208 and this resolution passed the House.

We foresee two particular difficulties under House Joint Resolution 208 in its present form:

1. Under Public Law Numbered 45, administration of the 1943 farm labor program was vested in the War Food Administrator and he has created the labor branch in War Food Administration to handle this matter. Contracts with foreign governments and with prospective employers of farm labor have already been entered into for 1944. House Joint Resolution 208 in its present form might have the effect of canceling all of these contracts since the War Food Administrator would no longer be the contracting party. This would definitely jeopardize the possibility of obtaining an adequate number of imported agricultural workers in 1944.

2. All responsibility for the interstate transportation of domestic farm labor would rest with the extension services of the individual States. This would mean that if Wisconsin were to try to get some southern workers to help with the pea harvest next June, the extension service in Wisconsin would have to deal individually with the extension services of possibly half a dozen Southern States. Separate transportation arrangements would have to be worked out and it is highly possible that regardless of the need for labor in Wisconsin, we would get very few workers from States that did not happen to like our oleomargarine laws. With a very short labor supply, it is absolutely essential that any surplus labor be made as fluid as possible and we believe this can best be accomplished by having the interstate transportation of agricultural workers handled by the War Food Administration on a national basis.

We understand that House Joint Resolution 208 is at present before the Senate Appropriations Committee and we earnestly solicit your support of some amendment to this resolution to substitute the provisions of House Joint Resolution 205 insofar as these two resolutions differ.

Very truly yours,

MARVIN P. VERHULST, *Executive Secretary*.

UNITED STATES SENATE,
Washington, D. C., January 14, 1944.

Re House Joint Resolution 208.

HON. KENNETH MCKELLAR,
Chairman, Senate Appropriations Committee,
United States Senate, Washington, D. C.

DEAR SENATOR: The efficient handling of the available farm labor by Federal agencies is vitally important to the State of Washington. The 1943 farm-labor job was well done, but to meet 1944 requirements a better job must be done. There can be no loose ends of jurisdiction or responsibility. Washington State has one of the most complicated farm-labor problems, and in 1944 it is faced with an increasingly acute labor problem as the war in the Pacific momentum is quickened.

Growers and packers of Washington State know the difficulties of this problem. They have watched developments here in the Capitol, and, frankly, they are worried. One packer, F. L. Jones, of the Walla Walla Canning Co., reviewing the situation as it appeared to him, wrote me:

"This would leave out of the picture the two agencies that functioned so well in the farm-labor picture last year; namely, the Farm Security Administration, who handled recruitment, transportation, and housing of the Mexican nationals, and the United States Employment Service, who handled the placement of such labor and made the necessary surveys long in advance of the harvest season to determine farm-labor needs as well as the requirements of processing plants. Under the direction of Manpower Director Hardy for the State of Washington and Director Stoll for the State of Oregon the program was exceptionally well handled.

"It is my feeling that if the expenditure of the sum set aside must be made to the Extension Service, the Extension Service should be directed to allocate reasonable sums to the Farm Security Administration and the United States Employ-

ment Service to carry on the program of transportation and placement as was done in 1943, but with the admonition that these agencies be allowed to function without interference on the part of the Extension Service."

This thought is carried on by a grower, Art Garton, of the Wenatchee-Beebe Orchard Co., who writes:

"If the Extension Service assumes responsibility for farm labor and the United States Employment Service retains responsibility for commercial shed and processing-plant labor, you can see very plainly what a confusing program we will have.

"Establishment of employment offices for agricultural workers only would divide agricultural workers among themselves for the reason that at the present time workers working in canneries, packing sheds, dehydrators, and other commercial plants are not considered agricultural workers, although they may work in the field for a period of time and then go into the various plants to finish the season of the crop they may be working on such as any vegetables or fruits."

It remains my opinion that your committee would be wise to call before it some of the men who have actually been engaged in the farm-labor recruitment job. I would suggest that both the head of the Manpower Commission's regional office in Seattle and the Washington State Extension Service head be asked to testify on the actual job done in 1943 and to be done in 1944.

I am enclosing telegrams and letters which seem representative and I hope they will be made a part of the hearings on House Joint Resolution 208.

With kind personal regards,

Sincerely,

MON C. WALLGREN.

MCW/MH.

Enclosures: Day letter, December 13, 1943, Blue Mountain Canneries, Inc., Dayton, Wash. Telegram, December 13, 1943, J. M. Seaman, Bozeman Canning Co., Mount Vernon. Letter, November 4, 1943, Art Garton, Wenatchee-Beebe Orchard Co. Clipping, Seattle Times, October 5, 1943. Letter, November 26, 1943, Art Garton, Wenatchee-Beebe Orchard Co.

DAYTON, WASH., *December 13, 1943.*

HON. MON WALLGREN,

*Member of Congress, Senate Office Building,
Washington, D. C.*

Cutting of asparagus for canning, Dayton area, requires approximately 225 and harvesting and vining of green peas for canning by Blue Mountain Canneries, Inc., in Dayton and Pomeroy areas requires approximately 850 seasonal workers.

Experience seasons 1942 and 1943 definitely proved most of these field workers must be imported from outside areas. Conditions indicate greater portion must be imported from outside areas for 1944.

United States Employment Service have been successful in furnishing our field labor requirements and are well informed regarding our problems and their solution; therefore, we urgently request that full responsibility of farm placement program in State of Washington be left in hands of United States Employment Service.

BLUE MOUNTAIN CANNERIES, INC.

MOUNT VERNON, WASH., *December 13, 1943.*

HON. MON C. WALLGREN,

United States Senate, Washington, D. C.

After a meeting in Seattle of various industry representatives interested in the growing and processing of agricultural products in the State of Washington, Service should have the complete responsibility of recruiting and placement of all agricultural labor in the State. Any other program would result in confusion, added expense, and result in probable loss of valuable crops and needed food.

J. M. SEAMAN,
BOZEMAN CANNING CO.

CHELAN, WASH., *November 4, 1943.*

HON. MON C. WALLGREN,

Senate Office Building, Washington, D. C.

DEAR SIR: At the last session of Congress they made available a new procedure throughout the United States in the manner of handling farm labor. The problem has become complicated to the extent that I am taking this liberty of writing

you in regard to securing a more clarified procedure in the future. It is needless for me to state, but in order to clarify my above statement I have reference to the portion of Law 45 or House Joint Resolution 96, which is part of Executive Order 9322, which makes available \$26,000,000 to the extension services of the various States for the specific purpose of recruiting farm labor.

The extension service in our State of Washington has for many years performed a very important and necessary service of which we are very appreciative. We realize to a certain degree the extension service is very necessary, and we in no way wish to curtail the operations in the field in which they are trained and have been performing an excellent service, but Law 45 puts the extension service in a position of having to cope with a major problem of agriculture, mainly, labor, in which they have had no experience or personnel available to carry out the responsibilities.

The United States Employment Service has as its authority the responsibility to perform many services relating to labor and its recruiting in the various States of our Nation.

At the present time they are still performing the service of making available agricultural labor in the various harvesting districts as they are needed under the direction and by contract with the Extension Service. It is my understanding that \$200,000 is allotted to the State of Washington from the budget appropriation under Law 45 for that purpose. The extension service has made available to the United States Employment Service approximately \$82,000 to be used in the program of recruiting farm labor. Remainder of the budget is either intact or been expended by the extension service through that part of their agency which has been developed to recruit farm labor. Now that our agricultural season is coming to a close, I think we can fairly state that a fine job has been done by those agencies in behalf of the farming industry; furthermore, that results have been obtained mainly because of the high type personnel available in both agencies cooperating in the job of recruiting farm labor. But in all fairness to both agencies, we are of the opinion that Congress should be advised that in order to continue the results already obtained and to obtain more economical and better results in the future an adjustment must be made in Law 45 making available an agency with the responsibility of recruiting farm labor. In order to substantiate my statement, I refer to the problem as it is today. There are 36 States who have signed contracts with the State extension service to carry on until January 1, 1944, with the problem of recruiting farm labor. In these 36 States the program has progressed with fairly satisfactory results, but far better results could be obtained and the issue could be much better clarified and operated if the United States Employment Service was directly responsible for recruiting all farm labor as well as all other types of labor. As an example, upon several occasions publicity released at the inopportune time has brought into various areas considerable labor in advance of their need in number as well as in time to do the necessary work of harvesting our crops, thereby creating an unfair position for the laborer and also losing for the total program of war production many hours of labor due to unnecessary waiting and delay before the workers could be employed. In the areas where this problem existed, the industry has noted a decided difference of opinion between the two agencies involved and our observation has been the best results for us have been obtained by following the judgment of the United States Employment Service, in all fairness to both agencies, who are striving to do the best work possible.

Congress should not confuse their programs by overlapping or insisting upon one agency having to be absorbed by another, allowing this condition to continue. Naturally the extension service in the field is going to be affected to the extent that industry will not obtain the necessary results and United States Employment Service, in order to retain their identification as an employment agency, will more than likely not renew their contract for the year 1944, because of the reasons that I have set out as well as various other complications too numerous to mention, which alone will result in interagency complications, which will widen the breach to the extent the program will naturally fail to obtain the best results.

These 12 States of the 48 which have employment agencies set up by the extension service and United States Employment Service which have been available, serving the public for 10 years, the operation of Law 45 has very definitely been very unsatisfactory. Our observations point to many complications, few of which I will point out to you. The first complication is the two offices

made available by the extension service, thereby creating confusion securing employment. Example, a man has his card and employment record filed with the United States Employment Service, he is unemployed and desires work in some type of agricultural employment. Upon his visit to the United States Employment Service it is necessary to refer him to the employment agency made available by the extension service. Upon receiving a card from the United States Employment Service clerk, it is necessary for him to then proceed to the agency made available by the extension service. After being interviewed for possible recruitment for farm labor, if he is not qualified or not needed in agricultural employment, he must again return to the United States Employment Service office and reapply for work in some other industry for which he qualifies.

I think this example is definite proof of the added expense of the dual system as well as the confusion and inefficiency brought out by it. A point also worthy of consideration is the limited number of trained personnel available in employment work makes the two agencies competitive to the extent that neither may be efficient in hiring qualified people to maintain their offices. The past experience has been United States Employment Service has lost valuable personnel to the agency because of the limit they are allowed to pay in salaries, this naturally resulting in added expenses, and not too favorable in interoffice relationship due to conflicting policies. Probably the most important point regarding the dual office system is hazard of having farm labor recruited by one agency and all other labor requirements recruited by the United States Employment Service. Example: In recruiting harvest labor a large number of people may be recruited and transferred to another State for agricultural work, but by doing so the agency creates a very definite labor shortage in other types of industry. If the United States Employment Service had the full responsibility this error could not have been made because of their over-all knowledge of the employment situation.

The main object of writing you pertaining to this problem is that we are of the opinion that under normal times a solution of this problem would be reached through the proper channels, but, due to the multitude of problems before Congress during the coming season, we feel that they will be very receptive to recommendations of various industries pertaining to their mutual problems.

It is a recognized fact that agencies subject to legislation do not like to be put in a position of asking Congress to release them of responsibilities which are now now theirs by law previously enacted. This very definitely puts the industry in the position of advising Congress of the changes necessary to promote the best program possible, having in mind efficiency and economy. We have not been definitely informed pro or con on the steps that will be taken by the United States Employment Service when the time comes for renewal of their contract, nor do we have the facts pertaining to the extension service ideas on this problem. But in all fairness to both agencies, we would like to see united effort made along the lines necessary to bring about a more efficient and economical plan of recruiting farm labor which would be without question, restoring to the United States Employment Service the finances needed and the responsibility direct by law to carry out the responsibility of recruiting farm labor.

I am of the understanding that you may be making a trip to Washington soon, and I hope that it will be your opinion to give this problem some attention, having in mind making available information to those concerned and resulting in Congress making available a program similar to the one we have outlined. In closing I would appreciate receiving a letter from you, setting forth your views on this subject with the idea in mind in bringing about unified plan of all industries concerned to present to Congress so that Congress would have a thorough understanding of the problem as it exists at the present time.

Yours very truly,

WENATCHEE-BEEBE ORCHARD Co.,
By ART GARTON, *Personnel Manager*.
CHELAN, WASH., November 26, 1943.

Mr. HUGH MITCHELL,
Senator Mon C. Wallgren's Office,
Senate Office Building, Washington, D. C.

DEAR HUGH: I am enclosing a newspaper article clipped from the Seattle Times of October 5, 1943. This article is a good example of the confusion and misunderstanding created by the Extension Service handling the publicity for the farm-labor recruitment program.

At the time that this article was written the bona fide orders written by the United States Employment Service were very few. This article evidently is like most of the publicity made available by the Extension Service during the season, their program being writing the news releases to be released as of a certain date, probably 2 weeks in advance. The colleges of the State knew definitely on September 15 that they were not going to close for the harvest season. Fifty thousand pickers is approximately double the number necessary to harvest a normal crop. The amount paid per box never exceeded 10 cents, and the average apple picker can pick approximately 85 to 100 boxes of apples instead of 200 to 250 boxes per day.

If publicity of this type is going to continue, you can imagine the results as far as the labor situation is concerned. Many people after reading this article naturally came to the district with high hopes of making \$25 to \$35 a day, and, of course, if they received employment, made \$8.50 to \$15 per day.

I hope this article will help to substantiate our thinking pertaining to the problem of farm-labor recruitment. I see by the paper that the session of Congress is now reaching a point of considering a terrific volume of problems; therefore, I do not want to take any more of your time than necessary, but would appreciate it if you would see that this article reaches the people interested in our problem.

Yours very truly,

WENATCHEE-BEEBE ORCHARD CO.
ART GARTON, *Personnel Manager.*

[From the Seattle Times, October 5, 1943]

UNIVERSITY STUDENTS TO HARVEST APPLES

The University of Washington will join with other institutions of higher learning in supplying apple pickers to harvest the State's bumper crop, Olaf Caskin, chairman of the emergency farm labor committee of the Seattle Chamber of Commerce, said today.

Caskin also requested that persons who volunteer for the apple harvest register with the Farm Labor Department of the United States Employment Service so the harvesters may be dispatched to the places where immediately needed.

THOUSANDS NEEDED

It is estimated by Arthur F. Kulin, supervisor of the State extension service at Washington State College, that 50,000 pickers—men, women, and children—including 1,500 students, will be needed in the Yakima, Wenatchee, and Okanogan districts. Ten colleges, including the University of Washington, have agreed to release students for 6 to 9 days of picking when they are needed most. Kulin said some schools would close completely for the harvest period.

In addition to the university, schools expected to release students for the apple harvest are: The colleges of education at Bellingham, Ellensburg, and Cheney; Washington State College, Whitworth, Gonzaga, Whitman, College of Puget Sound, and Seattle College.

HOUSING FACILITIES IMPROVED

Orchardists, profiting from the experience of last year, have made provision for improved housing and for grocery supplies for workers.

"The Seattle Chamber conferred with Leo Antles, labor representative from Wenatchee, and concluded that it would be inadvisable to send students to that district for less than a week's employment," Caskin said today.

"I am informed that the going rate of pay in the Yakima district is 10½ cents a box and that before the emergency is ended the rate will be increased to 14 cents a box. When one considers that a good apple picker can pick from 200 to 250 boxes a day, it can be seen that industrious pickers can make high wages."

BISMARCK, N. DAK., *January 13, 1944.*

HON. KENNETH McKELLAR,

Acting Chairman, Senate Appropriations Committee.

Washington, D. C.

Under Public Law 45 the North Dakota Extension Service cooperating with United States Employment Service and other agencies overcame many difficulties

to secure approximately 3,000 farm workers from Southern States to aid the critical labor shortage during North Dakota's 1943 harvest. These 3,000 were not sufficient to meet the shortage, so we had to call for United States troops to the number of 5,600. Under House Joint Resolution 208 difficulties of securing farm workers during critical harvest period will be enormously increased and rendered impossible because of the following facts; it absolutely freezes agricultural workers to the counties in which they reside except upon written consent of the county agent. It is an established fact that while during certain seasons a surplus supply of farm workers sufficient to largely meet peak needs in other areas exist in southern States their employers are loathe to permit them to go elsewhere and that county agents in many cases are subject to the pressure of these employers; tend to freeze wages at subnormal levels where labor shortages have found prevailing wage rates up by providing that the extension agents or private organizations of individuals they designate may negotiate agreements with employers for prevailing wage rates it turns over to extension service the task of recruiting and transporting farm workers from foreign countries a task for which it is not adequately equipped. It permits the extension service to turn over to private organizations and individuals the job of recruiting, training, transporting, housing, supervision, and placement of farm labor and to make available Federal funds to these individuals and private organizations opening the way to all kinds of collusion manipulation and exploitation; it would subject extension agents in every county and State to local, county, and State political pressures and other pressures from individuals and groups destroying the effectiveness of the Extension Service as an educational and action agency on wartime food production. Providing an adequate agricultural labor supply to all parts of the country insofar as such labor supply is available anywhere within the United States or which may be imported from nearby countries is as vital as to the winning of the war as the proper placement of the armed forces in the various battle areas. Only a unified integrated line organization free from localized pressure groups can do either. Therefore I strongly urge that you substitute for House Joint Resolution 208 and Public Law 45 a measure giving the United States Employment Service which was designed for this purpose and which has a system of offices and personnel in all parts of the Nation the job of assisting in providing an adequate supply of agricultural workers subject to the directives and supervision of the War Food Administration. As it stands, Resolution 208 is definitely detrimental to the efforts of North Dakota farmers to meet 1944 production goals.

JOHN MOSES, *Governor.*

• NEW YORK, N. Y., *January 15, 1944.*

HON. KENNETH MCKELLAR,

Chairman, Deficiency Committee, Senate Appropriations Committee,

Washington, D. C.

Regarding farm-labor-supply bill and speaking for thousands of organized communications workers in support of the recommendation made by United Cannery, Agricultural Packing and Allied Workers of America, C. I. O., we urge with them that (1) the appropriation be at least \$65,000,000, as requested by the President; (2) the elimination of sections 4 (b) and 4 (a), that authority for the program provided for in this bill be given to the Office of Labor and not turned over to Federal Office of Extension or the State extension services. The elimination of the internal revenue code definition of agricultural workers.

AMERICAN COMMUNICATIONS ASSOCIATION.

LETTER TO SENATOR OVERTON FROM MR. H. C. SANDERS, LOUISIANA
AGRICULTURAL EXTENSION SERVICE

Senator OVERTON. Mr. Chairman, I would like to insert in the record a letter received from Mr. H. C. Sanders, director, agricultural extension, University Station, Baton Rouge, La.

Senator MCKELLAR. It may be inserted in the record.

(The letter referred to is as follows:)

UNIVERSITY STATION, BATON ROUGE, LA., *January 15, 1944.*

Senator JOHN H. OVERTON,
United States Senate, Washington, D. C.

DEAR SENATOR OVERTON: I understand that the Appropriations Committee will hold hearings on the farm-labor bill in the near future.

I wrote you last year that we in Louisiana were willing to accept any responsibility assigned to us by Congress in this emergency. The farm-labor program is a real job, but we still feel that if Congress and farm people would like for us to handle the program we will be glad to continue to do so.

In case it is the feeling of the Appropriations Committee that the Extension Service should continue assisting farmers with their farm-labor problems, I would suggest that the following be considered:

(1) I believe that this program can be handled more efficiently, and certainly with more satisfaction on the part of the State extension service if the whole program is handled by the State and Federal Extension Services.

(2) Last year we did not spend all of the funds appropriated; however, we know that our expenditures will be heavier this year. I would, therefore, suggest that up to \$2,000,000 more funds be appropriated than the total now set forth in House Joint Resolution 208. In House Joint Resolution 208 it is not clear exactly how much is appropriated for the Federal Extension Office. This should be clarified and since the handling of foreign labor is expensive, the amount should be liberal.

(3) Neither House Joint Resolution 205 nor 208 requires that a minimum amount be allotted to the States. To me, the sliding scale arrangement ("not more than thirteen nor less than nine million," which was set forth in H. J. Res. 96, Public Law 45, last year) is preferable.

(4) Due to the fact that our wages are low, prisoners of war are one of the most satisfactory sources of labor. At present, it is necessary that we secure the approval of the War Manpower Commission for the establishment of sub-camps, and their approval on individual contracts for the use of these prisoners. If this could be eliminated so that we could deal direct with the Army, it would eliminate considerable red tape. We had no difficulty with the office of the War Manpower Commission in Louisiana last year. They were most cooperative, but in securing these prisoners it is necessary that we follow the procedure outlined.

Yours very truly,

H. C. SANDERS,
Director, Agricultural Extension.

WAR FOOD ADMINISTRATION

STATEMENT OF COL. PHILIP G. BRUTON, DIRECTOR OF LABOR;
M. C. WILSON, DEPUTY DIRECTOR OF EXTENSION, IN CHARGE
OF INTRASTATE LABOR; HENRY G. HERRELL, EXECUTIVE OF-
FICER, OFFICE OF LABOR; WILSON COWEN, ASSISTANT ADMIN-
ISTRATOR; AND R. W. MAYCOCK, ASSISTANT DIRECTOR OF
FINANCE, OFFICE OF BUDGET AND FINANCE—Resumed

FARM LABOR PROGRAM

Senator McKELLAR. Colonel, we have sent for you, because of evidence that has gone into the record since you were here the other day. I am called out for just a moment and I will ask Senator Hayden to take charge until I come back.

AMENDMENT TO EXPAND PROVISION PROVIDING FOR MEDICAL SERVICE TO
CERTAIN OTHER MIGRATORY WORKERS

Senator HAYDEN. There have been two or three suggestions in respect to amendments to the bill. I think it might be well to direct your attention to the fact that the last two witnesses urged the adoption of language contained in the Budget estimate but omitted by the House of Representatives, which provided for furnishing medical services to—

migratory agricultural workers and their families who, without recruitment or assistance of any Government agency, have entered the area served by any such labor supply center and are engaged in agricultural work in such area, and to whom adequate health and medical services are not otherwise available.

We are not aware why the House left it out, but we would like to know why the Budget made the recommendation.

REASON ABOVE LANGUAGE WAS CONTAINED IN BUDGET ESTIMATE

Colonel BRUTON. The recommendation, Senator Hayden, was included by the Budget because there are those areas where a large number of migratory labor is concentrated such as in Florida, California, and some other areas for short periods, the local medical service is entirely inadequate—in some places they have nobody to render this service—and it was felt that where they do collect in the vicinity of the centers where we house and care for imported workers, that that same medical service should be made available to these workers, who came there at their own expense as is made available to workers moved in or housed at Government expense.

WORKERS TO WHOM MEDICAL SERVICE IS NOW AVAILABLE

Senator HAYDEN. At the present time as I understand it, medical service is available to workers imported from foreign countries or workers moved from one State to another only if the local service is not available, or it can be supplemented. Am I correct about that?

Colonel BRUTON. It would also be available for those living in our camps under the language before the committee.

Senator HAYDEN. There are three classes entitled to it.

ADDITIONAL GROUP TO WHICH MEDICAL SERVICES WOULD BE MADE AVAILABLE

Now, the fourth class that this Budget recommendation would add would be labor which came, as you state, into the area on their own power.

Colonel BRUTON. That is correct.

Senator HAYDEN. Without assistance of the Government.

Colonel BRUTON. They are receiving no assistance under the bill at all.

Senator HAYDEN. But, if it were determined that adequate medical care was not available to them then this same service might be granted to them.

Colonel BRUTON. That is correct.

Senator HAYDEN. What is your judgment about it?

AMOUNT INCLUDED IN ESTIMATE TO EXTEND MEDICAL SERVICES TO MIGRATORY WORKERS NOT TRANSPORTED BY THE GOVERNMENT

Colonel BRUTON. There was approximately \$200,000 included for that purpose in the Budget estimate, and that apparently was eliminated by the House in striking out that clause.

Senator McCARRAN. What is your own judgment about it?

Colonel BRUTON. I think it is advisable from many standpoints. Of course there is the question as to whether if we don't furnish this service we are penalizing those workers who move at their own expense; if the service we would render is not otherwise available and as a result workers who might be on the job are absent because of illness we are not making our maximum contribution to the supply of farm labor and—

Senator McCARRAN (interposing). Let us analyze this thing. You have your own health set-up for those whom you import from foreign countries.

Colonel BRUTON. Yes.

Senator McCARRAN. Now, this thing that you have in mind now is to take care of those who move in on their own volition and are migratory, but are not under your direction.

Colonel BRUTON. That is correct.

Senator McCARRAN. When I say "your" I mean the Director of the War Food Administration.

Colonel BRUTON. The War Food Administration.

Senator McCARRAN. Yes. So, I am just wondering. I suppose, of course, it could be looked out for, but I see the opportunity for abusing the privilege, because many of those migratory workers, or a lot of them are just migratory. They do not intend to stay very long anywhere and they might abuse the privilege; but I suppose that that can be taken care of and you could guard against the abuse of it. Would that be your judgment? Is it your judgment that it would not be abused?

Colonel BRUTON. Well, certainly in the administration for the current year, the way it is planned, it would not be abused, because only those services that are already available would be used; we would not establish additional services for that purpose.

Senator McCARRAN. You must be pretty well taken care of in that respect, because all over the country there is need for medical service.

PROPOSED AMENDMENT WOULD NOT CREATE A NEW BUREAU

Senator BANKHEAD. Does this establish a new bureau?

Senator McCARRAN. You are pretty well taken care of.

Colonel BRUTON. We are, sir. It is a major problem.

Senator McCARRAN. It is a question of taking into consideration the care, as I understand it, of the different groups than that which is directly under the control of the War Food Administration over which the colonel has jurisdiction.

Senator HAYDEN. Let us get this answer to Senator Bankhead's question. This does not establish a new bureau. The way I understand the bill, as it operated last year, if adequate local medical service is available this would not provide for it.

Colonel BRUTON. That is correct.

SYSTEM FOR PROVIDING MEDICAL CARE

Senator HAYDEN. If it were needed, then the War Food Administration contacts the State medical authorities and arranges with them to take care of the work.

Colonel BRUTON. Yes, sir. It is the Agricultural Workers Health and Medical Associations which we have agreement with, that provide through the local facilities this needed service. It is in cooperation with the local medical authorities. They also care for the foreign workers.

Senator HAYDEN. It was all done by the State authorities and not by the Federal authorities.

Colonel BRUTON. This entire program, insofar as the health and medical activities are concerned, is carried on with the cooperation of the Public Health Service. They furnish the over-all administration. It is carried on at the local level, however, by local physicians through the associations.

Senator BANKHEAD. Is that confined, that service, to workers in groups, or does it apply to those scattered all over the country; individual workers on separate farms? If you are going to undertake to provide medical services for that class of workers—

Colonel BRUTON. That could not be done under that proviso, Senator. This would take care of those who are in the vicinity of our camps where we now have the clinical, medical services already in operation.

Senator BANKHEAD. It would not be extended and you would not extend the area to take in a great many or a great number of individuals, where you would have to send doctors out to see them?

Colonel BRUTON. No, sir; it could not be extended beyond the immediate vicinity of the area in which we may be operating.

BASIS ON WHICH DOCTORS ARE PAID

Senator BANKHEAD. Is the doctor paid a salary for his work?

Colonel BRUTON. They are paid on a fee basis in accordance with the agreement with these associations. These are based upon the services rendered in which certain fees are set up for various types of services.

PAYMENT FOR MEDICAL SERVICES BY FEDERAL GOVERNMENT

Senator OVERTON. Who pays that; the Federal Government?

Colonel BRUTON. Yes, sir; that is paid for by the Federal Government.

Senator HAYDEN. One other question.

QUESTION AS TO WHY WORKERS CANNOT PAY FOR THEIR OWN MEDICAL SERVICES

Senator OVERTON. Why cannot these men—they are getting fair wages—why cannot they pay for their own medical attention?

Colonel BRUTON. In some instances arrangements have been made for charges to be made. As to the foreign workers, the contracts provide for free medical attention.

Senator OVERTON. It looks like nearly every bill that comes up is trying to socialize medicine one way or another. It is sticking its nose in here and sticking its nose in there.

COST OF MEDICAL SERVICE FOR YEAR

Senator BANKHEAD. What did this cost last year?

Mr. HERRELL. Approximately \$1,600,000 is the estimated cost.

Senator BANKHEAD. \$1,600,000 for medical services?

Mr. HERRELL. Yes, sir.

Senator BANKHEAD. How many men does that cover?

Mr. HERRELL. It covered all of the services for the foreign workers, some 70,000 or so, and approximately 25,000 of the interstate workers who were moved at Government expense.

Senator BANKHEAD. What is the cost per capita?

Mr. HERRELL. The average is \$18.55 per worker per year. That is the experience figure. That amounts to a little over a dollar and a half a month.

Senator McCARRAN. That is on the basis of 8 months.

Mr. HERRELL. Yes, sir. The total figure was the estimated cost for the program last year.

Senator BANKHEAD. A million and how much?

Mr. HERRELL. Approximately \$1,600,000.

AMOUNT OBLIGATED LAST YEAR FOR INTERSTATE AND FOREIGN ACTIVITIES

Senator BANKHEAD. What is the total outlay?

Mr. HERRELL. That is the total outlay.

Senator BANKHEAD. I mean for the whole service, bringing them here and everything.

Mr. HERRELL. Last year there was obligated approximately \$13,000,000 on the interstate and foreign labor side of this program.

Senator BANKHEAD. That would be about a sixth or a seventh, is the figure that is running through my head, hurriedly.

Senator McCARRAN. There must have been more than that.

Mr. HERRELL. The figure of approximately \$13,000,000 was only the amount chargeable to Public Law 45. In addition to that, there was approximately \$4,500,000 made available from the President's emergency appropriation and approximately \$1,600,000 from the Farm Security Administration funds, used for operating some of the camps and for other purposes before Public Law 45 became effective, sir.

Senator McKELLAR. \$1,600,000?

Mr. HERRELL. That is correct.

Senator OVERTON. \$1,600,000 went for medical services.

Senator BANKHEAD. Nearly a tenth.

DEFINITIONS OF AGRICULTURAL LABOR

Senator HAYDEN. There is another question that has come up since you were last here that I want to inquire about, and that is about this provision in section 5 of the bill as it passed the House.

It says:

The term "agricultural labor" includes any services or activities included within the provisions of section 3 (f) of the Fair Labor Standards Act of 1938, or section 1426 (g) of the Internal Revenue Code.

Now, witnesses have objected to the last definition, that is, that there shall be but one, not two definitions of what agricultural labor consists of.

Was that in the law last year? How did it work? Did you have any difficulty with it?

Mr. HERRELL. That provision was in the law last year.

Colonel BRUTON. I would say that it is satisfactory from our standpoint.

EFFECT OF PROVISION PERMITTING USE OF AGRICULTURAL LABOR IN PROCESSING PLANTS

Senator HAYDEN. We have a little different picture now, because the bill as it passed the House, as Senator Overton has pointed out, permits the use of agricultural labor in packing sheds or canneries, to take care of an emergency situation.

Now, this objection comes to using two definitions rather than one, because when you move labor from the field to the packing shed, or to a cannery, that is considered, under the Fair Labor Standards Act, to be industrial labor, whereas under the Internal Revenue Code definition it could be construed not to be.

Now, you did not move them last year from the fields to the packing sheds and factories. Will it make any difference now?

Colonel BRUTON. Not to my mind; no, sir. It means in emergency cases and only in emergencies they could be used in jobs that are industrial. It permits agricultural labor in an emergency to be shifted to food processing.

Senator HAYDEN. That is to say, if you had plenty of labor to pick the tomatoes, but in the canneries the tomatoes were rotting because they could not be canned, you could take the labor from the fields to do that work?

Colonel BRUTON. Yes; in other words, it would make it available, it would make available a supply of labor in an emergency to get the food processed without loss.

OBJECTION TO TWO DEFINITIONS OF AGRICULTURAL LABOR

Senator HAYDEN. All I am telling you is that there is objection to the two definitions, and it was thought that you could get along with one.

Colonel BRUTON. I think the Solicitor would have to go into that a little bit. I do not see, myself, any problem.

Senator HAYDEN. Frankly, it appears to me that it is all a question of administration. If the thing is handled in a proper spirit, in a proper way, there would not be any conflict. On the other hand, if the men were brought in from the fields and put into the canneries, and were paid less wages or worked longer hours, and that violated the agreement that the workers had with the canners, the unionized workers, then there could be trouble. If it were handled exactly the same way there would be no trouble. So it is administrative.

Colonel BRUTON. Certainly it would have to be taken from that standpoint administratively. We could possibly get into trouble, I recognize that.

NUMBER AND LOCATION OF REGIONAL OFFICES

Senator McKELLAR. Colonel, I want to ask you something about the set-up. You have how many regional offices?

Colonel BRUTON. We have seven, sir.

Senator McKELLAR. Where are they?

Colonel BRUTON. They are in Philadelphia, Pa.; Indianapolis, Ind.; Denver, Colo.; Portland, Oreg.; San Francisco, Calif.; Dallas, Tex.; and Atlanta, Ga.

The function of those offices, Mr. Chairman——

Senator McKELLAR. Just 1 minute. I want to carry out my line of thought.

Here is a proposition that may end almost any time. It may end this year or next year.

NUMBER OF PEOPLE IN AND NECESSITY FOR REGIONAL OFFICES

Why was it necessary to set up regional offices in the country; and how many people have you in these various regional offices? I would like for you to tell us about that.

Colonel BRUTON. Yes, sir; I would like to go into that fully, if I may.

REGIONAL OFFICES IN FACT ARE FIELD OPERATIONAL OFFICES

To start with, I think probably the use of the term "regional office" is unfortunate. The word "region" did not mean so much to me when we started this program, but as it is generally used, as I understand it now in most of the agencies, these offices are not regional offices in that sense. These are purely field operational offices and the dealings with the individual States are not through those offices at all. They are conducted directly from Washington with the State directors of extension through the Federal Extension Service. After it is determined where the labor is needed, and where it is available, if it is interstate or foreign, then the function of transporting, housing, feeding, and so forth, the operational job, is handled by these field offices.

Now, just as an illustration, I have a chart here which shows the three States of Oregon, Washington, and Idaho, the operational activities of which are centralized in Portland, Oreg. This shows the movements of workers, the crops in which they were used, the number of camps that we are moving constantly across State lines in cooperation with those States; but the determination of where and when that labor was to be moved is not a function of the Portland office at all. That office is merely one for execution of approved movements. It is close to the camps, the property, and the men and is in much better position to carry out those operational orders than if all these arrangements had to be made from here.

NEED FOR OFFICE AT PORTLAND, OREG.

Senator McKELLAR. Well, why should there be an office at Portland at all? Why should there be a regional office at Portland when you say that it is a local matter?

Colonel BRUTON. The determination of the need is made by the State extension service and through the Federal Extension Service in Washington that they will require a certain number of workers in certain crops in certain areas, that they cannot meet the needs from within the respective States.

Senator McKELLAR. Now, those determinations are made here in Washington, you say.

Colonel BRUTON. In Washington. It comes from the State extension service to Washington.

Senator McKELLAR. When the determinations are made in Washington, why set up an office at Portland—and incidentally, you have not told me how many people you have at Portland and what they do. I would like to have a set-up of your Portland office.

Colonel BRUTON. We have that here.

NUMBER OF PERSONS IN REGIONAL OFFICE

Senator McKELLAR. I do not mean Portland, particularly, because I was going to ask about another in a minute. But, you mentioned Portland, so I am just taking that first.

Mr. HERRELL. Mr. Chairman, there was a total, as of December 31, of 663 employees in the 7 regional offices. There were not this many actually located in the regional offices, because as we pointed out in the hearings before the House, this past year we have been having some of our servicing work performed by other agencies of the Department. This figure includes all the people employed under this appropriation performing work that we plan to have performed through the regional offices in 1944. It also includes some employees who for convenience and economy have been headquartered at these regional offices who actually are performing a field activity.

On the average, that would be a little less than 100 employees in each of the seven regional offices.

FUNCTIONS OF REGIONAL OFFICES

Senator McKELLAR. Now, they do not pass upon matters of policy. Colonel Bruton has already said that matters of policy are passed upon here. What could these regional offices do?

Mr. HERRELL. If I may, Mr. Chairman, I would like to discuss just three or four typical items which I think will answer your question.

Senator McKELLAR. I would like for you to tell us just what they do, first.

Mr. HERRELL. That is what I want to do.

Senator McKELLAR. Rather than run over the items.

Mr. HERRELL. In addition to actually furnishing housing that—

Senator McKELLAR. Furnishing what?

Mr. HERRELL. Housing—that is, moving a camp to the place at which the need exists, employing the labor to see that the camp is maintained and operated, securing equipment, supervising the movement of workers and other major operational activities. There is certain clerical work related to the contracts with foreign and interstate workers that the regional office must do that requires many employees. For example, all of the pay rolls from the growers to whom these foreign workers are assigned, have to be analyzed, to determine whether or not there

has been compliance with the contract between the Federal Government and the foreign government. They have to maintain records for each of the workers moved this past year and will have to do the same work for the estimated 126,000 workers we plan to move next year. It is also necessary to maintain records on the contracts with each grower or employer, with whom these workers are placed in order to establish their liability to the government under their contracts with the War Food Administration. A check has to be made as to whether or not the correct wage deductions have been made; and what the exact status of each employee is for each day he is in this country whether he was employed, or if unemployed, whether it was due to illness, lack of work, refused to work or other reason. This is a tremendous task.

Senator McKELLAR. That is done by other people in Washington.

KEEPING OF RECORDS ON WORKERS

Mr. HERRELL. No, sir; that is all done in the field offices. These workers, Mr. Chairman, move from place to place and the movement has to be recorded.

Senator McKELLAR. You have to keep a record as to each place they move to and from. For instance, if you move them to the southern part of Washington, a record is kept of that, of course.

Mr. HERRELL. Yes, sir.

Senator McKELLAR. Then, the local people in charge, having charge of these areas, are obliged to keep those records.

Mr. HERRELL. They keep only current information as to workers in their center. They do not keep accumulative data.

Senator McKELLAR. They can send them here to Washington just as well and they could be kept here as well as they can in Portland. Why keep an expensive office of nearly 100 men, on an average, at Portland, to look after something that could be handled here just as easily.

Colonel BRUTON. I would like to say, sir, that in dealing with the number of workers that we have in this program, it has to be decentralized at least to a certain point. It could not be very well turned over to one State, then to another and so on, because of the continuity of the over-all contract and the provisions that extend over the life of the contract. They are not kept in the camp. Those pay rolls all go where the records are maintained. It is only possible in this way to keep a continuous record on each individual man.

Senator McKELLAR. Does it take 100 people in Portland to look after the pay rolls of the men in those three States?

Colonel BRUTON. Not the pay rolls alone.

Mr. HERRELL. That is not all these officials do, Mr. Chairman.

Senator McKELLAR. What else do you do? What do you find for them to do? I am just wondering if you have not got a very top-heavy organization.

As Colonel Bruton very pertinently remarked a few minutes ago, it is the common custom now to set up these regional offices, and he just set them up when he came in. That is my understanding of his testimony, and that is probably a correct statement, because it is very fashionable now to set up these regional offices everywhere whenever there is an excuse for it, whatever the excuse may be—large or small—

just take these camps and set them up under regional offices, whether they have anything to do or not.

You have 1,364 employees in these various branches, according to the testimony in the House, in these various offices. We are spending a world of money in employing our own people to carry on a proposition that it seems to me might well be carried on here from Washington just as well.

DELAYS CAUSED BY REGIONAL OFFICES

You have a regional office at San Francisco. I suppose nine-tenths of your business in California is done in the Los Angeles area, and yet you keep a lot of people, maybe 100; maybe 200, at San Francisco to keep up with the records.

Colonel BRUTON. They work of course with the State extension service at Berkeley which is just across the bay. That is where all of the extension work is handled for all the Mexican nationals in California.

Mr. Chairman, as I said, I think that the use of the word "regional" is probably unfortunate. The field organization follows very much my line of experience in the Engineering Department, where you have an operating program, which is moving fast—and we have to move on short notice—you have an organization that handles all of the transportation details of these camps, camp personnel, the feeding, and other miscellaneous details they can move to serve these States across State lines quickly and meet the desires of the States as expressed and have been approved here.

I cannot visualize administering it any cheaper or with any less number of personnel. Certainly I am as much interested in saving the Government's money as anybody.

Senator McKELLAR. Let me ask you, in connection with the work at Los Angeles. It is my understanding, when they get through with their work over in the Los Angeles area, or near Los Angeles, the Los Angeles district, they are frequently moved over to Arizona, which of course, is very proper.

Now, you have to go to San Francisco, three, four, or five hundred miles away—I have been over the route. I know something about it. I am not captious about the mileage. You have got to move them; you have got a big force in the Los Angeles area, probably bigger than anywhere else.

Solonel BRUTON. You mean of foreign workers?

Senator McKELLAR. Yes. You have a big force there.

Colonel BRUTON. There is a big force there, a bigger one than anywhere else—that is our testimony. I do not know anything about it except from the testimony of the witnesses.

Colonel BRUTON. That is right; most of the Mexicans were used in California.

Senator McKELLAR. I do not know anything about it personally, except from the testimony of the witnesses. You have more people there than anywhere else. Yet you have to go to San Francisco, 500 miles away, to get orders and instructions and, when anything of importance comes up, you have to go from San Francisco to Washington to get the final orders on it. And, talking about time in changing, instead of making for rapid changes from one State to another, to my

mind there is nothing in the world that slows down a proposition more than for you to have to, take Los Angeles, for example, for you to have to leave the situation at Los Angeles, they have nothing to say about it, they may make recommendations and take it up to San Francisco and have somebody pass on it there and if anybody objects to it, why then it has to come to Washington.

Colonel BRUTON. No, sir, Senator, that is not how it works.

WORK OF REGIONAL OFFICE AT SAN FRANCISCO

Senator McKELLAR. Well, if they do not, what use is your San Francisco office?

Colonel BRUTON. The San Francisco office carries out the moves decided upon in Washington. The State director of extension in California is the one who determines the needs, and where that labor is to go, and he immediately comes to the Federal Extension Service in Washington with his approved plans for the program.

Senator McKELLAR. Well, the regional office has no authority over the director.

Colonel BRUTON. No, sir.

Senator McKELLAR. Then why in the world do you have to have another set-up there?

Colonel BRUTON. That office is entirely an operational office, sir, to carry out the orders as to camps, and movements of workers.

Senator McKELLAR. It seems to me that it is an entirely unnecessary office, too; that office at San Francisco.

FUNCTIONS PERFORMED IN REGIONAL OFFICES

Senator HAYDEN. I would like to know just what other things they do.

Senator McKELLAR. I would, too. I would like to find out what they do.

Senator HAYDEN. I would like to have you go through it and tell us what operational functions they perform.

Mr. HERRELL. With respect to transportation of workers, the job is tremendous in all its ramifications pertaining to the movement of two or more times of the approximately 100,000 workers moved this past year and the 126,900 workers planned to be moved in the next year's program. The details involved in this transportation function performed under this operation expense budget item include the arranging for transportation, working with the Office of Defense Transportation, the American Association of Railroads, the War Shipping Administration, and other agencies, the procurement of large blocks of tickets, escorting workers, maintaining order on trains and other common carriers, arranging for subsistence and emergency medical care en route, clearing the entry of foreign workers with the immigration authorities and other interested Federal agencies, reporting to immigration authorities foreign workers when they break contract and become subject to deportation and repatriation, and handling other details. The transportation supervisors themselves, those who actually escort the workers, are not included in the regional office figure of personnel previously given, but all of the arrangements and detailed procedure and instructions necessarily have to be coordinated

and supervised. The escort must be centrally located in pool fashion to serve the needs of a given area and this work is the responsibility of the regional offices.

With respect to the feeding program, these offices procure the equipment, the supplies, and the provisions for feeding an estimated 54,000 workers in 1944, approximately $3\frac{1}{2}$ months. That 54,000 is much less than the total we plan to move, because many will be fed by the growers to whom they are assigned. They have the responsibility for looking after collections from this feeding operation, which is estimated at approximately \$12,000,000. These collections are subject to all of the usual Federal requirements for proper accounting for funds. This feeding operation involves a figure of something like 30,000,000 meals that will be served on which detailed accounting records are required. That involves a tremendous volume of work.

Then, in connection with housing, in accordance with the requirements of the General Accounting Office, it is necessary for us to issue a prenumbered individual receipt, to each occupant for each payment that is made for the use of the shelter. Those receipts, of course, are issued at the camp and this figure, 1,364, Mr. Chairman, you mentioned a while ago, includes all of the camp personnel.

These collections amount to approximately \$500,000, on a per annum basis, and when you divide that down into the small sums of approximately 50 or 75 cents a week per occupant, that creates a tremendous volume when you are making a record of it and accounting for it.

With respect to finance work, there are approximately 75,000 vouchers handled on an annual basis, to pay all these transportation bills, for moving these foreign workers; for subsistence purchases made en route to the railroads and other concerns, from which food and other items and services are procured. All those bills come in for payment and, of course, have to be paid. That requires examination, verification, scheduling, and usual accounting records.

In addition to other activities with respect to pay rolls, we have to check them to determine whether or not the wage deductions that are required by the international agreements are in order. Growers do not pay all the wages earned directly to the workers. They pay 90 percent in the case of Mexicans, 10 percent is deducted and transmitted to our office for transmission to the depository in the foreign government that has been designated. In the case of Jamaica it is a dollar a day and in the case of the Bahamas, 75 cents a day, but each one of those transactions, you see, takes detailed work to check them and see that they are in order and necessary records are made, and, of course, they have to be submitted to the foreign depositories. With each transmission there has to be a list showing which worker it is for, and so forth.

ADMINISTRATIVE PERSONNEL AND NUMBER OF WORKERS MOVED

Senator McKELLAR. Now, wait 1 minute right there. Let me ask you this. We know you have 1,364 employees outside and two-hundred-odd here in Washington. That is nearly 1,600 employees.

Mr. HERRELL. Yes, sir.

Senator McKELLAR. And how many people did you hire? Seventy thousand, I think you said.

Mr. HERRELL. Well, the plan—

Senator McKELLAR. No; I am talking about right now.

Mr. HERRELL. Right now.

Senator McKELLAR. Yes.

Mr. HERRELL. We have moved approximately 100,000 workers this past year, if I recall correctly.

Senator McKELLAR. One hundred thousand?

Mr. HERRELL. Yes, sir.

Senator McKELLAR. Well, that is how many; one to every how many people?

Mr. HERRELL. One and six-tenths employees to every thousand workers.

(A discussion followed off the record.)

NUMBER OF FOREIGN FARM WORKERS WORKING IN LOS ANGELES AREA LAST YEAR

Senator McKELLAR. Let me ask you this: How many foreigners worked in the Los Angeles district this last year?

Colonel BRUTON. I can give you a very close figure on that. I think in the Los Angeles area there was in the neighborhood of seventeen or eighteen thousand; maybe it went to 20,000 at the peak. The highest total number in California at any one time was 27,500.

Senator McKELLAR. It was testified the other day that there were 27,500.

Colonel BRUTON. I mean at any one time.

Senator HAYDEN. Most of those were Mexicans?

Colonel BRUTON. That is right; all were Mexicans.

Senator McKELLAR. Therefore, the great body of them being handled from the Los Angeles district—and very properly so, let me say—it does seem to me that if you had to have a regional office of any kind it should have been at that place. But instead of being at that place you have it at San Francisco. I don't think you need one there. I think your State director out there could manage it all right. Where are the most of the other foreigners?

FOREIGN FARM WORKERS IN FLORIDA

Where are they placed, in Florida?

Colonel BRUTON. In Florida, right now.

Senator McKELLAR. How many are there in Florida?

Colonel BRUTON. We have about 1,800 Jamaicans, about 3,000 Bahamians, and then there are interstate workers we have moved there.

Senator McKELLAR. About 5,000 people there?

Colonel BRUTON. Yes.

Senator McKELLAR. How many have been there during the year?

Colonel BRUTON. We have a table in the record which shows the total in Florida at any one time in the past season. I doubt that it was more than that.

Senator McKELLAR. Not more than 5,000 employed at any one time.

Colonel BRUTON. No.

Senator McKELLAR. Those are the two points where the most of the foreigners were employed.

Colonel BRUTON. During the season, Mr. Chairman, they move north.

Senator MCKELLAR. How many of them moved north, for instance?

Colonel BRUTON. Well, all of the Jamaicans moved north, which was about 9,000, and we had about 4,000 of the Bahamans also in the Northern States. That would be 13,000, as the crops and the seasons developed. Then in the West foreign workers also moved northward.

Senator OVERTON. Let me ask a question there.

Senator MCKELLAR. Yes, sir.

SELECTION OF REGIONAL OFFICES

Senator OVERTON. When you selected regional offices you selected as locations for this operation the locations that had been selected by other agencies of the Government, that is, the agencies established since the emergency began. For instance, at Atlanta, Ga., every new agency that wants a regional office in that area settles down in Atlanta. Dallas, Tex., is another. Every agency that wants a regional office down there goes to Dallas, Tex. Apparently, there is no difference. No matter what kind of work you are doing, or what kind of activity you are carrying on, you are bound to locate in Dallas, and you are bound to locate in Atlanta. Why is it each one of you have to locate in these particular places?

Colonel BRUTON. Well, the set-up in Atlanta was made not so long ago. And that was done for two reasons.

Senator OVERTON. There is only one reason. Because it started in Atlanta and every agency goes there, regardless of the character of work they do.

Colonel BRUTON. And also because the service command is there.

Senator BANKHEAD. I am quite sure, Senator, that Atlanta has a bigger percentage of Federal employees than any city in the United States except Washington.

Senator OVERTON. Atlanta and Dallas, Tex., and San Francisco. And there are other places throughout the United States. They are embryo Washingtons. That's what they are.

Senator BANKHEAD. They say in Atlanta that if you open the window and fire off a shotgun at least half of the people you hit would be Federal employees.

Senator OVERTON. And they keep on concentrating. I have no doubt that if you had to have a regional office for the muskrat industry, which is practically all centered in the marshes of Louisiana, it would be put in Atlanta, Ga., or Dallas, Tex. I don't think I have got an explanation yet. Why is it you have to select those two particular places, with which I am more familiar than with any of the others.

Colonel BRUTON. These offices were located in those cities because they are central to the areas served. They are easily accessible by transportation facilities and both Dallas and Atlanta are the headquarters of the respective service commands. That is what influenced us to locate there.

Senator HAYDEN. And the service command has jurisdiction over prisoners of war?

Colonel BRUTON. Yes, sir.

Senator HAYDEN. So if you are required to move prisoners of war from one place to another you wanted to be near the commanding officer of the service command so as to arrange with him to get the prisoners?

Colonel BRUTON. And also we have drawn a large amount of equipment from the service commands in setting up these camps in the field.

Senator OVERTON. When was Dallas established as the headquarters of the Eighth Command?

Colonel BRUTON. I am not sure, sir. It was established when I came back last April from foreign service.

Senator OVERTON. I know. But it was changed in the last year or so. Dallas was loaded down with regional offices before it ever had any service command. The service command followed the regional offices.

Colonel BRUTON. The one in San Francisco we are planning on moving as soon as possible to Berkeley, Calif., and we hope to get in the same building in which the State Director of the Extension Service is located.

Senator MCCARRAN. That is just across the bay.

Colonel BRUTON. Yes, it is, but there is so much communication back and forth, and we have been working together, that it will be much more convenient.

QUESTION AS TO WHETHER ECONOMY COULD BE EFFECTED IF CONTROL OVER
FOREIGN AND INTERSTATE LABOR IS TRANSFERRED TO EXTENSION SERVICE

Senator HAYDEN. Let me see if I understand this proposition. The question before this committee is, representations have been made, and the House, acting on those representations, cut the amount of money contained in this bill about \$8,000,000, that there can be a material saving in carrying on this work if it were delegated to the State extension services. If economy can be obtained in that way, without injuring the efficiency in recruiting and transporting labor from one State to another or from foreign countries to the United States, we ought to make the saving.

Colonel BRUTON. I agree with you 100 percent.

Senator HAYDEN. The question is, Can the things that you are now doing be done at less expense if transferred to the State organizations?

Colonel BRUTON. May I discuss that further?

Senator HAYDEN. Yes, sir.

REDUCTION IN NUMBER OF FIELD OFFICES

Colonel BRUTON. In the last couple of months we have been giving considerable study to this field work, and we believe we can probably reduce our 7 offices to 5. Now that is going in the opposite direction from those claiming economy from decentralizing. They claim economy can be had by decentralizing all this work to the States, and having 48 units in the 48 States to do this work that must be done by a Federal nucleus of some kind. The more you concentrate, the closer you follow production-line methods in handling the accounting, the compliance activities and other activities having volume proportions, the better off you are.

Senator MCKELLAR. The way I look at it is that the only place where there might be a suboffice, so to speak, would be in the Los Angeles district. Of course, it is possible you might have to have one in Florida, but I have my doubts about that.

Senator HAYDEN. As to that, it was testified that it was necessary in the State of California to work very closely with the State extension service whose headquarters are at the University of California, at Berkeley. All movements of laborers from one part of California to another are made at the request, and upon a showing by this State director; and Colonel Bruton says they are now trying to get out of San Francisco and across the bay so that they can get in the same building with the State director and so have closer contact and avoid the necessity for communication across the bay. You expect to do that?

Colonel BRUTON. Yes, sir.

Senator HAYDEN. If you moved your offices from where they are to Los Angeles, whenever the State director wanted a change made, if he wanted to move men from the Imperial Valley where they were handling lettuce over to Santa Clara County to pick prunes, it would be necessary for him to convey that information to you from Berkeley to Los Angeles?

Colonel BRUTON. No, sir. His moves are planned and approved at the Federal level, so that it comes here from Berkeley. They do work very closely together, however.

SUPERVISION OF MOVEMENT OF WORKERS, CAMP EQUIPMENT, AND CAMP PERSONNEL

Senator HAYDEN. All right. Take a practical operation. You have certain labor camps in southern California that are, let us say, gathering lemons. Then the prune crop arises in Santa Clara County, in the bay region, and you want to move that group of laborers from the lemon groves to the prune orchards; you take the camp, equipment, and everything that goes along with it, from the one place to the other. Now, who does that?

Colonel BRUTON. I misunderstood your former question. That is done by the office of labor personnel in California. Those are moves within the over-all approved program from here. That is done between the State director of extension and the office of labor, which is handling the actual movement of workers, camp equipment, and camp personnel. They would do that right there.

Senator HAYDEN. Then you have to have somebody in California that supervises this movement from one place to another, just as you illustrated on that chart.

Colonel BRUTON. That is right, sir. He is responsible for the operational activities.

QUESTION AS TO COMPARATIVE ECONOMY IN HANDLING FOREIGN LABOR BY OFFICE OF LABOR OR BY EXTENSION SERVICE

Senator HAYDEN. Let us follow it up to the next one. We have an agreement with Mexico, we have an agreement with Bahama and with Jamaica, all alike, that their nationals brought into this country shall receive the going rate of wage. We have got to know that that is so. In order to know it you have to make a contract with the grower and that contract has to be verified, so that we are sure they are getting it. That is No. 1 requirement. The second thing each government re-

quires that a deduction be made from the pay of the men, and a record has to be kept of that and that money has to be sent back to his home country and is to be made available to him when he goes home. That record has to be kept. Then there is a record that has to be kept of all the supplies you buy to feed these people. Then you have to keep a record of the collections you make from them. And I think you said you turned into the Government about \$12,000,000.

Mr. HERRELL. Yes, sir; the total feeding program would involve an expenditure of approximately \$12,000,000.

Senator HAYDEN. Well, you buy those things and feed those people, you charge them and collect, and you have to account for it to the Treasury.

Mr. HERRELL. That is right.

Senator HAYDEN. Those operations I am describing are all things that have to be done.

Mr. HERRELL. That is correct.

Senator HAYDEN. Somebody has to do it. In your judgment, Colonel Bruton, if you divide it into 48 parts would it cost more or less than to do it in 5 parts, as you say you are going to do it?

Colonel BRUTON. In my opinion it would cost much more, and if there is anybody who claims it would cost less, I would like to have an opportunity to talk with him in considerable detail. I mean any one who actually has a detailed plan of operation, which he claims would be more economical and still accomplish the objectives.

AMOUNT FOR PERSONAL SERVICES FOR INTERSTATE AND FOREIGN ACTIVITIES AND AMOUNT FOR INTRASTATE ACTIVITIES

Senator OVERTON. Now, in this exhibit that has been laid before the committee, the summary of project 2, which are the funds available for administration, it shows for interstate and foreign activities, personal services, \$5,506,000.

Senator NYE. Senator, from what page are you reading?

Senator OVERTON. Page 55. That is \$5,506,000. Turning to page 27, summary of Project 1, which deals with allocations to the State extension services, the total is \$10,300,000 on that, and the interstate and foreign activities, is \$29,229,000, of which \$5,000,000 is to be spent for personal services. In the State extension services, there is a total allocation of \$10,300,000, of which the following, as I interpret it, is spent for personal services:

County farm labor assistance, \$4,189,000.

State personnel and field supervisors, \$1,123,000.

Personnel for training centers, camps, and supervision of transportation, \$508,000.

That totals \$6,800,000 plus for personal services out of a total of \$10,300,000. That is for the State extension work. So that the cost of the item of personal services in State extension far exceeds that of the cost of the Office of Labor in the War Food Administration dealing with interstate and foreign.

Colonel BRUTON. It should be, sir.

Senator McCARRAN. What was your answer to that?

Colonel BRUTON. I say it should far exceed it.

REASON FOR INCREASE IN COST IN FOREIGN AND INTERSTATE ACTIVITIES ARE
TRANSFERRED TO EXTENSION SERVICE

Senator OVERTON. Before you explain why it should—and it may not be necessary—if we were to turn over to the State extension this work of interstate and foreign activities, would the cost of handling it increase over and above what it is now?

Colonel BRUTON. In my opinion it would, sir.

Senator OVERTON. Now, then, you can say why it would increase.

Colonel BRUTON. Well, it would increase for the reason we were discussing—the diversion of this work from centralized points in regions to the 48 States. You would also have more expense in connection with the camps themselves. On this chart that I showed you we had 77 camps, shifting from State to State to provide housing for workers needed to catch the crops at the peaks; 70 of those 77 camps were mobile. It would certainly take a major increase in the number of these camps to handle the problem of these 3 States, if you were going to pigeonhole these camps into separate States. They can't be borrowed here and borrowed there and have different people responsible. They won't keep them in shape. You know how it is when you turn property over to somebody who doesn't repair it. They are going to leave it up to you to repair it. You have all those problems when you start trading property. There should be mobile units that can move between or among the States on a moment's notice to take care of these various jobs.

REASON FOR LARGER PERSONAL SERVICE COST OF EXTENSION SERVICE

Senator OVERTON. You stated the expenditures in State extension service for personal services ought to exceed the expenditures in interstate and foreign.

Colonel BRUTON. Because of the very nature of the job they are doing. They handle all the local mobilization in the States.

Senator OVERTON. I am considering the proportionate amount to the total allocation. They have \$10,000,000 and they spend far in excess of half of that for personal service.

Colonel BRUTON. I see—in proportion?

Senator OVERTON. Yes; in proportion.

Colonel BRUTON. The large part of their job is a personal service job. It is in the planning and the placing of these workers, visiting the farmers, finding out what their crops are, and what labor they need, determining what they can recruit locally, and so forth.

Senator OVERTON. If you turn over the interstate and foreign services, would their expenditures along that line increase, too? Will they have to do the same kind of work?

Colonel BRUTON. They will have to do the same kind of work we are doing in addition to what they have been doing.

Senator OVERTON. I mean in addition to what you are doing.

Colonel BRUTON. They will have to do the same job we are doing and continue with the work they have been doing this past year. We feel it would be more expensive to divide it into 48 different States, 48 separate units to administer it, whereby you restrict the movement of the camps. To my mind, it would be difficult to have the flexibility of operation of camps that you need.

Senator McKELLAR. You speak of 48 States. Of course, there are not 48 States where you operate.

Colonel BRUTON. You are right, sir. I meant the number of States in which we do operate.

LOCATION OF REGIONAL OFFICES

Senator McKELLAR. It is peculiar about your regional offices. You have one at Dallas, Tex.—and I think that is a very popular custom, to set one up at Dallas. Whenever a Federal organization is created, one of their regional offices is located at Dallas, Tex., as a matter of course. But Texas appears to be one of the best States in the Union so far as labor is concerned. There are only 2 months, when they have cotton and peanuts, when there is a need for labor. I am wondering if you have any foreign labor at all in Texas. Have you?

Colonel BRUTON. No; we have no foreign labor in Texas. But the Dallas office serves several States.

Senator McKELLAR. Do you have any foreign labor in Georgia?

Colonel BRUTON. No, sir.

Senator McKELLAR. You don't have any foreign labor in Georgia or Texas, and yet you have a regional office in each of those States. Do you have any foreign labor in the Philadelphia district?

Colonel BRUTON. Yes; that is the center of a great deal of activity, sir, in the vegetable crops. That covers Maryland, Delaware, New Jersey, New York, and other States.

Senator McKELLAR. That is true. But Indianapolis is not the center of such a crop, is it? You haven't any foreign labor in Indianapolis?

Colonel BRUTON. We have had it in Indiana.

Senator McKELLAR. How many foreigners have you had in Indiana?

Colonel BRUTON. Do you have that?

Mr. HERRELL. Six hundred and thirty-eight.

Senator McKELLAR. Well, a very small number. You have 638 foreigners in Indiana, and how many people have you in the Indiana office?

Mr. HERRELL. That is considered an average regional office, and there would be something less than a hundred.

Senator McKELLAR. Something less than a hundred?

Mr. HERRELL. Yes, sir; to conduct the work in eight States in that region.

Senator McKELLAR. How many have you in your regional office at Dallas, Tex.?

NUMBER OF EMPLOYEES IN REGIONAL OFFICES

Mr. HERRELL. I would like to furnish you the exact figures, if I may for all the regional offices.

Senator McKELLAR. We would be glad to have you do so, in each case; and how many in Atlanta. I am merely calling attention to the tremendous expense of these regional offices. I know they are tremendously expensive.

(The information requested follows:)

Number of employees in regional offices, Dec. 31, 1943

	Name (States included)	Number of employees
Headquarters:		
Upper Darby, Pa.	1. Northeastern: Connecticut, Delaware, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Vermont, and Rhode Island.	101
Atlanta, Ga.	2. Southeastern: Alabama, Florida, Georgia, Kentucky, North Carolina, South Carolina, Tennessee, Virginia, and West Virginia.	153
Indianapolis, Ind.	3. East Central: Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Ohio, and Wisconsin.	62
Dallas, Tex.	4. South Central: Arizona, Arkansas, Louisiana, Mississippi, New Mexico, Oklahoma, and Texas.	78
Denver, Colo.	5. Great Plains: Colorado, Kansas, Montana, Nebraska, North Dakota, South Dakota, and Wyoming.	72
San Francisco, Calif.	6. Southern Pacific: California, Nevada, and Utah.	135
Portland, Oreg.	7. Northwestern: Idaho, Oregon, and Washington.	62
Total.		663

¹ Maintains central employment records for all Bahamian workers.

² Maintains central employment records for all Jamaican workers.

³ Maintains central employment records for all Mexican workers.

See explanation on p. 391 regarding some of these employees not actually being located in these regional cities.

STATES OVER WHICH DALLAS OFFICE HAS JURISDICTION

Senator OVERTON. What States does the regional office at Dallas have jurisdiction over?

Colonel BRUTON. That takes in Arizona——

Senator OVERTON. You have some foreign labor there?

Colonel BRUTON. Yes. New Mexico——

Senator OVERTON. You have some there?

Colonel BRUTON. Texas, Louisiana.

Senator OVERTON. There are none there.

Colonel BRUTON. There is a table in this the House hearings on page 55 that gives the number of each type of worker that was in each state last year.

Senator OVERTON. There is no foreign labor in Arkansas.

Colonel BRUTON. There was a fairly large number of interstate labor recruited in and transported from Arkansas.

Senator OVERTON. From the western border of Texas, eastward in this Dallas region, you have no foreign labor?

Colonel BRUTON. That would be substantially true.

Senator OVERTON. And yet you locate a regional office in Dallas.

STATES OVER WHICH SAN FRANCISCO OFFICE HAS JURISDICTION

Senator McCARRAN. What states does the San Francisco office have jurisdiction over?

Colonel BRUTON. California, Nevada, and Utah.

PORTLAND, OREGON, OFFICE

Senator HOLMAN. What about the Pacific Northwest, Oregon, Washington, Idaho, and Montana?

Colonel BRUTON. The three States. Washington, Oregon, and Idaho—

Senator HOLMAN. Where is the regional office?

Colonel BRUTON. At Portland.

Senator HOLMAN. At Portland, Oreg.?

Colonel BRUTON. Yes.

LABOR SHORTAGE ON DAIRY FARMS IN OREGON

Senator HOLMAN. "The Farm Labor Need in 1944" is the title of this report, which I have examined hurriedly, with considerable interest. Presumably these graphs and maps are confined to seasonal farm workers but in the area of Oregon, Washington and Idaho there is a large dairy interest which needs men every day of the year, and that dairy interest—I speak advisedly because I operate a dairy farm—is being, well, I might almost say destroyed, for lack of sufficient farm labor. The Army and the combat forces have taken off, as you know, the young men from the farms and there is not sufficient replacement of that to carry on the operations, and dairy farm after dairy farm is going out of operation. I am requesting you, if you have not given dairy interests consideration heretofore, that you do so from now on.

Colonel BRUTON. We are, sir. I might say that that is something that I feel rather keenly about, in that I feel we have definitely let those people down that need year-round workers. We have not been able to do much for them in recruiting year-round labor. We hope we will be able to do much better next year, and we are working on these plans now.

Senator McCARRAN. Do you expect to do that with foreign labor?

Colonel BRUTON. No, sir. We will have to recruit where we can from the domestic supply.

Senator HOLMAN. May I make this comment, although it may not be appropriate to this hearing? Right at the very time that the combat forces are taking the young men from the farms under the Conscription Act the shipyards and various other war industries are not utilizing the men they already have. That may be beyond your jurisdiction, but I want to make that record wherever it is possible for me to make it, in the hope that a reform of this bad situation will be effected.

UTILIZATION OF LABOR RELEASED BY REDUCTION IN INDUSTRIAL ACTIVITY
AND MEN RELEASED FROM ARMED FORCES

Senator McCARRAN. I would like to ask a question, but I don't know whether the colonel is in a position to answer it. Our information is—Senator Truman made this statement and it was published sometime ago—that there were about \$8,000,000 worth of contracts that were going to be canceled, which, as I analyze it, would mean that there is going to be a considerable relaxing of labor. Labor is going to come out of those places where those contracts have been in effect. We know

there are several thousand men who have been discharged from the Army—

Senator HAYDEN. A million.

Senator McCARRAN. And who have returned and are looking for employment. I get letters all the time from my home State saying that "our boys have come home and they are tramping the streets and can't find anything to do." I just wanted to ask the colonel whether or not, in his judgment, from the study he has made of it, there is going to be any relaxing of our demand on Mexico for foreign labor, or are we going to absorb, and will it not be our duty to absorb, unto these industries our own people who are out of positions or who are out of the service and back here able-bodied enough to go forward.

Colonel BRUTON. That is one source of supply we are not overlooking, the discharged man, and we are keeping in close touch with the latest estimates on that. The best estimates that we can make is that there will be a continued draw on the whole manpower pool for the armed forces and industry at least until this coming July.

Senator McCARRAN. That is for the combat side of our Army?

Colonel BRUTON. For the combat as well as the industrial side. Although some contracts are being canceled, there are other shifts that result in an over-all increase in man-hours that are required, so the agricultural problem will be more difficult this coming year than it has been in the past. I would also like to say this, that this foreign labor and the interstate labor as well, is brought in only when the State extension services have determined a need exists which they cannot meet from within the State and after contracts have been made with growers for the use of that labor. If that need does not develop, the contracts are not made and the foreign labor or interstate is in not brought in.

Senator McCARRAN. In times past Mexican labor has come into southern California and Arizona and those States, and they have come in and had a migratory habit. They came in and took care of certain crops and moved back out again, as they saw fit. They did it without very much fineness, so to speak. They did it as they could, and got along as best they could. Now, when you made a request of the Mexican Government for labor, they put a great many refinements, as I choose to term it, in connection with their acquiescence to our request, and many of these so-called refinements have been burdensome in the way of expense. I noticed some of those refinements in the list you read off this morning. In other words, the General Accounting Office demands that those conditions be fulfilled meticulously, and the arrangement between Mexico and this Government undoubtedly has been an expensive arrangement.

MAJOR CHANGE PROPOSED IN HOUSE JOINT RESOLUTION 208 AS PASSED BY
HOUSE

Senator HAYDEN. There is no question about that.

I want to ask about the joint resolution before us and see if I interpret it right, as it passed the House. As I read the measure, it takes away from the War Food Administrator here in Washington the handling of the interstate movement of labor and transfers it completely to the States. On page 2, line 23, it says:

* * Transportation, including transportation from State to State within the United States.

We appropriate the money, then, not to the agency in Washington, but it is to go to the States and they are to handle the labor and apportion it among themselves. Then, over on page 4, the Washington Extension Service is limited to the recruiting and transportation of foreign labor only.

Am I correct in that assumption?

Mr. HERELL. In accordance with H. J. 208 the transportation of workers from State to State would be the responsibility of the States; yes, sir.

Senator HAYDEN. I didn't realize that until I got to looking at the bill.

Senator McCARRAN. That is a change from the system you have set up now?

Senator HAYDEN. The system we have set up now is that the movement of labor within the States shall be under the State extension service, but that the movement of labor from State to State shall be at the Federal level. What about that, Mr. Wilson. Perhaps you can tell us. How is that going to work?

HANDLING OF INTERSTATE, FOREIGN, AND INTERSTATE MOVEMENTS OF FARM LABOR UNDER PRESENT LAW

Mr. WILSON. Under Public Law 45, the intrastate movement of labor is the function of the State extension service, and the movement of interstate and foreign labor is the function of the Office of Labor. In practice this past year, the Office of Labor asked the State extension service to recruit the labor for interstate movement. After it had been recruited by the State, the transportation to the State of use was handled by the Office of Labor. As I understand the language of House Joint Resolution 208, the cost of the transportation of farm labor from State to State would be borne by the States out of that portion of the appropriation made available to the Administrator in section 2 (a) for allocation to the State extension services.

Senator McCARRAN. Why should a change be made, can you tell me? What justifies the change?

Mr. WILSON. The reasons were apparently developed at the hearings conducted by the House.

Senator HAYDEN. When you get through paying for the movement of the labor it comes out the Federal Treasury.

Mr. WILSON. That is right.

FEDERAL GOVERNMENT SHOULD SUPERVISE EXPENDITURE OF FUNDS APPROPRIATED

Senator HAYDEN. It simply means, the way this joint resolution passed the House, that the money is appropriated out of the Treasury and made available to the States. Then a State asks for some labor from another State, and out of the money that we have allocated to that State it pays for the movement of the labor. If the Federal Government is paying the bill it seems to me that it ought to supervise the expenditure of the money. I can't see that there

would be any economy in turning Federal money over to a State agency for expenditure without Federal supervision.

Senator McCARRAN. Of course, after all is said and done, what we are interested in in this whole matter is getting the labor.

ECONOMY IN ADMINISTRATION OF PROGRAM

Senator McKELLAR. That is the first consideration, and the second consideration, let me add, is that we do it as inexpensively as possible, and I am again appealing to Colonel Bruton, who is the responsible man in this matter—it doesn't make any difference what bill we pass. We know that he is the responsible man in the Federal side of it. I am appealing to you, for heaven's sake, let us cut down these expenditures. You can do it and have just as effective a system. I haven't the slightest doubt of it. I don't think you need but two suboffices—and I agree with you they ought not be called regional offices at all. We certainly ought not have over two suboffices, and one of those should be in the Los Angeles district and the other in the Florida district. Outside of that, there is no reason in the world why this cannot be handled less expensively from Washington than it can be handled from Philadelphia, Indianapolis, and various other places.

Senator McCARRAN. Colonel, for some time now you have administered this matter, and you have your plans pretty well laid out for the future, I take it.

Colonel BRUTON. Yes, sir.

EFFECT OF HOUSE JOINT RESOLUTION 208 ON PROGRAM AS PASSED BY HOUSE

Senator McCARRAN. Is this change in the bill going to disrupt your plans, or so modify your arrangements as, in your judgment, to at all jeopardize the successful administration? That can go off the record, if you want.

Colonel BRUTON. In my opinion, it would seriously affect the program.

(Off the record.)

AMOUNT OF APPROPRIATION REQUIRED

Senator McCARRAN. Colonel, yesterday we dwelt at some length on the question of what was the proper appropriation, and I think you were quoted in one or two instances as saying it was your judgment that the sum should be this, or the sum should be that. I am not certain about that, but I think I am correct.

Senator McKELLAR. Yes.

Senator McCARRAN. And others had different views on it. Now, you have had this matter in hand. Would you give the committee your best judgment as to what you think is the proper appropriation to economically carry out this program? You are not bound, you understand, by the Budget restriction when the committee puts that question to you.

Colonel BRUTON. I feel the appropriation that came over from the Budget; that is, the \$35,000,000, plus the carry-over—

Senator McCARRAN. Which would amount to about \$6,000,000.

Colonel BRUTON. About that, would cover this program, and I feel also that if we do not run into considerably more difficulty than the good law of averages may dictate, that there may be some small saving on that. But to go into the program, sir, with less than that, and not be able to meet the unforeseen difficulties or handle the foreign labor in the volume that may become necessary would be a most serious error.

IMPROVEMENT IN ADMINISTRATIVE ORGANIZATION

Senator HOLMAN. I am very much in sympathy with the chairman's plea for economy without impairment of efficiency. It is absolutely necessary for the efficient conduct of this particular administration, you feel, to have all the various overhead expenses and organizations, in all their complexity and elaborateness that there now is? In other words, could you get the same results with a less elaborate overhead set-up?

Colonel BRUTON. I think we can operate with some increased economy for some phases of the program over last year. But I do not feel we have an elaborate set-up now. I feel the work we are doing is essential. We have been making a study looking to probable further concentration of this heavy administrative load and clerical detail.

Senator HOLMAN. Then you do think you can eliminate some of the complexities in the set-up?

Colonel BRUTON. There is no question but that we can profit from experience. I think we have improved immensely in the few months we have been under way.

Senator HOLMAN. And have you, under the act as it now is, sufficient authority, of your own initiative, to eliminate any function that is superfluous?

Colonel BRUTON. Absolutely.

Senator McKELLAR. Is there anything in the act that gives you specific authority to set up regional offices?

Colonel BRUTON. You mean in the law as passed?

Senator McKELLAR. In this law.

Colonel BRUTON. In the act that is before the committee now?

Senator McKELLAR. In the law.

Colonel BRUTON. There is no specific language that mentions regional offices; no, sir, but—

Senator McKELLAR. There is none at all?

Colonel BRUTON. No; but—

Senator McKELLAR. Then it is in the administration of the act, and not under the terms of the law?

Colonel BRUTON. That is correct. But the law authorizes operating personnel and expenses and that is all we have in these offices.

Senator McKELLAR. Well, I just want to give you some advice from long experience. There is no better course on earth for an administrative officer to pursue than to follow the law.

AMENDMENTS REQUIRED IN ORDER TO LEAVE ADMINISTRATION OF INTERSTATE ACTIVITIES AS THEY ARE NOW

Senator HAYDEN. I want this made perfectly clear. I want to get Mr. Wilson, of the extension service, to say whether I am right. If it is the desire of this committee to have the handling of interstate labor

the same as it is now, it will be necessary to strike out, on page 2, the words, after transportation "from State to State."

Mr. WILSON. Yes, sir.

Senator HAYDEN. Then I notice there seems to be a word omitted. That may be clerical. On page 3, line 17, "the furnishing of"—that is possibly clerical.

Mr. HERRELL. Yes, sir. It is clerical.

Senator HAYDEN. The way the law reads, the only way labor can be moved from State to State is not at the Washington level, but at the State level. If we strike out "from State to State," then we leave the law as it is. Then on page 4 it will be necessary to strike out the word "foreign", because all the functions performed here in Washington relate solely to foreign labor as this was passed by the House.

Mr. WILSON. Yes.

Senator HAYDEN. And that limiting word would have to come out. Then what is the object there of providing for "illness and protection and shelter of workers and their families while en route"? That contemplates that after a group of foreign workers is brought into a State the feeding, care, and management of all the labor camps is to be taken away from the Federal and transferred to the State?

Mr. WILSON. That would be the responsibility of the States, under House Joint Resolution 208.

Senator HAYDEN. Then if we want to do it the way we are doing it now, we have to take out the words "while en route", because that is all the Federal agency can do now. It can subsist a man while he is going into a State, but any agreement we make with a foreign government as to what kind of subsistence and care he should get with respect to the camp, or how he should be fed, is carried out by the State authorities and not by the Federal authority. Am I perfectly clear about that?

Mr. WILSON. Yes.

Senator HAYDEN. I just wanted to know what we are doing.

STATEMENT ON HOUSE JOINT RESOLUTION 208 PRESENTED TO THE DEFICIENCY SUBCOMMITTEE, SENATE APPROPRIATIONS COMMITTEE, BY NATHAN COWAN, LEGISLATIVE REPRESENTATIVE, CONGRESS OF INDUSTRIAL ORGANIZATIONS

The Congress of Industrial Organizations is deeply concerned with the effective operation of a national food policy which will secure maximum production to meet the needs of (1) our armed forces which are now poised for an assault upon the continent of Europe, (2) our workers in the factories who are producing the weapons necessary for victory, (3) our fighting Allies, and (4) the peoples who will be liberated from Nazi domination.

The full mobilization and proper utilization of all our agricultural resources is essential to meet these objectives. Thus, in considering the Farm labor supply bill for 1944, your committee has a great responsibility.

President Philip Murray has characterized Public Law 45 (which H. J. Res. 208 reenacts) as the "peonage law" and called for its repeal. Mr. Murray had particular reference to the so-called Pace amendment (Sec. 4 (a)) which requires the approval of the county agricultural agent before workers can be temporarily moved from one State to another. The effect of this amendment during 1943 was to freeze farm workers to their jobs, preventing their mobilization and utilization in other areas of the country where war-essential crops are grown.

There are two possible approaches to meeting the farm labor problem. One approach is to provide mobility to the hundreds of thousands of farmers and farm workers who are idle during many months of the year. Since different crops mature at different times in different areas, a highly mobile farm labor force could meet the needs of the farmers.

A second approach is to freeze workers where they happen to be employed at some given date and without regard to the contribution they could make if their labor were fully utilized, depending chiefly on foreign workers to meet the needs of growers in areas which require large numbers of seasonal workers, and secondarily on volunteers. Public Law 45 and House Joint Resolution 208 both reflect this approach which fails to make the best use of experienced agricultural workers. Reports of the Bureau of Agricultural Economics indicate that there are hundreds of thousands of farmers and farm workers in the South who are idle during many months of the year, and whose labor is not utilized.

The desire to freeze agricultural workers in their jobs resulted in the enactment of the Tydings amendment to the Selective Service Act, virtually deferring all farm workers and farm operators from the draft. Only 5 percent of all males drafted during 1943 were farm workers. The effect of this amendment is to put on industry the entire burden of providing men for the armed forces. After the war it may place the stigma upon agriculture as a haven for draft-dodging, although farmers and farm workers desire to contribute to the utmost to the war effort on the fighting and production fronts.

Both Public Law 45 and the Tydings amendment reflect a failure to consider our manpower problem as a national problem. Our manpower resources are a national pool from which the armed services, industry, and agriculture must draw for their needs. Obstacles which prevent the free movement of workers from nonessential to war-essential jobs must be eliminated. The Pace amendment and Tydings amendment are two such obstacles.

House Joint Resolution 208 further provides for the transfer of the entire farm-labor program to the Extension Service and transfers many of the functions of the Federal Office of Labor in the War Food Administration to the State extension services. This proposal also fails to recognize the fact that the farm-labor problem is a national and not a State problem. It prevents the full mobilization and proper utilization of our agricultural manpower. The Congress of Industrial Organizations is therefore opposed to this proposed change and recommends that the present administrative program be maintained.

To fully mobilize our farm manpower and to provide for greater mobility of our farm workers, an appropriation of at least \$65,000,000 will be necessary. This amount will make it possible to provide fuller employment and better housing for farm workers and at the same time give industry and the armed forces the necessary manpower to bring about victory in 1944. This amount represents less than one-half of 1 percent of our farm production.

The Congress of Industrial Organizations and its affiliates are committed to a no-strike policy for the duration. We would therefore be remiss in our duties if we failed to point out that there are certain provisions in this bill which may cause disruption in the production of food.

Section 5b provides for the use of workers who are transported under the program in food processing industries. Section 4b states that workers who are transported are not entitled to any wage, hour, and housing standards, or collective bargaining rights. On the other hand, regularly employed workers in these industries are entitled to benefits under the Fair Labor Standards and National Labor Relations Acts.

Section 4b should be stricken from the bill in the interest of maintaining and furthering harmonious working relationships and increased production in agriculture and in the food processing industries.

Special note should be taken of the fact that the international agreement with the Mexican Government permits Mexican workers to deal with their employers, but only through representatives who are working members of the group. This opens the way for an attempt to prevent Mexican workers who may be employed in food-processing plants from participating in National Labor Relations Board elections although their fellow domestic workers have this right. This conflict may also have a disruptive effect on food production.

To prevent any possible disruption in production and to guarantee to agricultural workers and food processing workers certain minimum working and living conditions, we recommend that the following be substituted for section 4b:

"Provided further, That section 4b of said Act of April 29, 1943, is hereby amended to read as follows:

"No part of the funds herein appropriated or made available to any department or agency of the Government shall be used for the recruiting, transportation or placement of workers, except for employment by employers who shall employ such workers under all the terms and conditions of employment applicable

to other employees of the said employer, nor shall any part of the said funds be used for the recruiting, transportation, or placement of workers under any terms, conditions, or agreements which shall deny to such workers while employed in this country any rights or benefits provided under the laws of the United States for other workers in the same or similar employment, except as otherwise provided in Sections 5b and——¹ of this Act.' "

The bill under consideration states that the definition of agricultural labor shall be that used either by the Fair Labor Standards Act or by the Internal Revenue Code. The latter definition includes packing shed workers who are employed in highly industrialized operations. It is clear that these workers are not agricultural workers and the only effect of including them in this group is to deprive them of certain benefits and rights for which they have long fought. The Internal Revenue Code definition should be eliminated from this bill.

We urge also the adoption of an amendment introduced by Senator Johnson which would provide health and medical services not only to workers transported under this program but to all agricultural workers. This amendment is embodied in S. 1493.

Finally, we ask that section 3d be amended to provide that in the administration of the act there shall be no discrimination because of race, color, creed, or national origin. This embodies the national policy as stated in Executive Order 8802.

Senator McKELLAR. All right, gentlemen; the committee will stand adjourned subject to the call of the Chair.

(Whereupon, at 12:10 p. m., the hearing on House Joint Resolution 208 was concluded.)

¹ Appropriate reference is made to any section which may make deductions under the Social Security Act inapplicable to imported workers.

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cars of protein feeds for Kansas, to be delivered before February 1. Getting the cars delivered seems to be another matter, but I am informed that some cars are on the way. I am hopeful that by this time at least 1 of the cars destined for Wichita County has arrived. The shortage of proteins is especially serious throughout the Great Plains area, where many cattle and sheep will perish if proteins do not arrive in time. I ask unanimous consent to have printed in the RECORD at this point and appropriately referred the memorial which I have mentioned.

There being no objection, the memorial was referred to the Committee on Agriculture and Forestry and ordered to be printed in the RECORD, as follows:

WICHITA COUNTY FARM BUREAU,
Leoti, Kans.

We, the undersigned members of the Wichita County Farm Bureau, protest the protein shortage situation in Wichita County. We have approximately 10,000 cattle and 3,000 sheep on 325 farms to feed. We do not have wheat pasture, which frequently is the source for protein for our livestock.

Unless protein supplements are made available, it is going to be necessary to move our cattle and sheep to market as the winter storms come. I think an adjustment should be made in the price ceilings on these supplements to make for equitable distribution from the processing plants to the farmers and stockmen.

G. O. Lower, Leoti, Kans.; B. C. Kough, Scott City, Kans.; L. G. Henry, Leoti, Kans.; Chas. F. Durham, Selkirk, Kans.; Geo. M. Woodbury, Arthur R. McCowan, Alvin T. Warrington, Otto Krenzle, Leoti, Kans.; Richard Hobson, Marienthal, Kans.; Lee Oldham, Ernest Krenzle, E. C. Sowers, Dan Brack, H. W. Kuhlmann, H. A. Carothers, Leoti, Kans.

FOOD SUBSIDIES

Mr. CAPPER. While I have the floor, Mr. President, I also ask unanimous consent to have printed in the RECORD and appropriately referred a letter from Mr. and Mrs. Axel E. Pearson, former Kansans now living in Washington, D. C., in opposition to consumer-food subsidies.

There being no objection, the letter was referred to the Committee on Banking and Currency and ordered to be printed in the RECORD, as follows:

WASHINGTON, D. C., January 10, 1944.
The Honorable ARTHUR CAPPER,
Senator from Kansas,
Washington, D. C.

DEAR SIR: We are Kansas voters living in Washington, D. C.

We wish to convey our appreciation of what you have done for the people of Kansas and to express our opposition to the continuation of food subsidies, price ceilings, rationing, Office of Price Administration and the multiplex income-tax system.

We think the parity prices for wheat are out of date.

Believe us,

Yours very truly,

EUGENIA DE WALD PEARSON.

AXEL E. PEARSON.

(Mr. and Mrs. Axel E. Pearson.)

LACK OF RAILROAD CARS IN THE NORTHWEST FOR WHEAT SHIPMENTS

Mr. LANGER. Mr. President, a few days ago I told the Senate about the des-

perate situation of the farmers in the Northwest because of their inability to ship wheat. I ask unanimous consent that there be printed in the RECORD several telegrams I have received, yesterday and today, dealing with that situation, in view of the fact that 200 empty railroad cars are now being sent to Canada in which to bring in Canadian wheat.

The VICE PRESIDENT. Is there objection to the request of the Senator from North Dakota?

There being no objection, the telegrams were ordered to be printed in the RECORD, as follows:

ARTHUR, N. DAK., January 13, 1944.

Hon. WILLIAM LANGER,

Senator:

Our elevator is blocked. Getting empties is like butting our heads against a stone wall. Sending 200 empties per day to Canada will aggravate the situation.

FARMERS ELEVATOR CO.

SCRANTON, N. DAK., January 13, 1944.

Senator WILLIAM LANGER,

Senate Office Building:

Protest order sending grain cars to Canada. Elevators full. Car situation critical.

SCRANTON EQUITY EXCHANGE,
SAM ELLENBAUM, Manager.

REGENT, N. DAK., January 13, 1944.

Hon. WILLIAM LANGER,

Washington, D. C.:

Protest order of O. D. T. turning cars over to Canada. Elevators filled to full capacity with wheat. Ceiling prices on wheat. Elevators paying interest and insurance. No cars here past 3 days.

REGENT COOPERATIVE EQUITY EXCHANGE.

WESTERN LUMBER & GRAIN CO.

OSBORNE MC MILLAN ELEVATOR CO.

OSNABROCK, N. DAK., January 13, 1944.

Senator WILLIAM LANGER,

Senate Office Building:

Do all possible head off ruling requiring railways furnish 200 cars per day to Canada. We are blocked with grain. Farmers have thousands of bushels unable to move on account of our being unable to get sufficient cars.

RASMUSSEN GRAIN CO.

BROCKET, N. DAK., January 14, 1944.

Hon. WILLIAM LANGER,

United States Senate,

Washington, D. C.:

We vigorously protest O. D. T. order to deliver 200 cars daily to Canada for grain loading. Our elevators practically blocked with cash grain ready for shipment due to car shortage.

BROCKET GRAIN CO.

WINDSOR, N. DAK., January 13, 1944.

Senator WILLIAM LANGER,

Washington, D. C.:

We are vigorously opposed to recent order of O. D. T. allotting 200 grain cars to Canada for grain loading per day when our elevators are blocked because we cannot get empty grain boxes.

WINDSOR FARMERS COOPERATIVE
ELEVATOR ASSOCIATION.

GLENULLEN, N. DAK., January 14, 1944.

Senator LANGER:

We are informed that the O. D. T. at Washington ordered the railroad to deliver 200 empty boxcars a day to Canada for grain loadings. It is our opinion that our North Dakota grain should be moved first. We are

90 percent of the time blocked in our elevators. We have orders with the railway company for 80 empty cars and we can get only from 3 to 5 cars a week. See what you can do to get empties diverted to our section of the country.

GLENULLEN ROLLER MILLS.

REPORTS OF COMMITTEES

The following reports of committees were submitted:

By Mr. AUSTIN, from the Committee on the Judiciary:

H. R. 3408. A bill to amend chapter 7 of the Criminal Code; with amendments (Rept. No. 629).

By Mr. GILLETTE, from the Committee on Agriculture and Forestry:

S. Res. 232. Resolution to increase the limit of expenditures for the investigation relative to the production of industrial alcohol, synthetic alcohol, and synthetic rubber; without amendment, and, under the rule, the resolution was referred to the Committee on Audit and Control the Contingent Expenses of the Senate.

ADDITIONAL COPIES OF SENATE REPORT NO. 627 OF THE REVENUE ACT (H. R. 3687)

Mr. HAYDEN. Mr. President, as chairman of the Committee on Printing, I report favorably from that committee, without amendment, Senate Concurrent Resolution 30, and ask unanimous consent for its present consideration.

There being no objection, the concurrent resolution (S. Con. Res. 30, submitted by Mr. HAYDEN on January 12, 1944) was considered and agreed to, as follows:

Resolved by the Senate (the House of Representatives concurring), That there be printed 8,500 additional copies of Senate Report No. 627, current Congress, on the bill (H. R. 3687) entitled "Revenue Act of 1943," of which 5,000 copies shall be for the use of the House document room, 2,000 copies for the Senate document room, 1,000 copies for the Senate Committee on Finance, and 500 copies for the Committee on Ways and Means of the House of Representatives.

BILLS INTRODUCED

Bills were introduced, read the first time, and, by unanimous consent, the second time, and referred as follows:

By Mr. HOLMAN:

S. 1643. A bill granting an increase in pension to Rosa Bell Eckenberger; to the Committee on Pensions.

By Mr. LA FOLLETTE:

S. 1644. A bill for the relief of Annie L. Nesbitt and others; to the Committee on Inter-oceanic Canals.

By Mr. WHEELER:

S. 1645. A bill relating to the administration of the Glacier National Park Fish Hatchery at Creston, Mont., and for other purposes; to the Committee on Commerce.

By Mr. LANGER:

S. 1646. A bill to provide for continuing the pay of members of the armed forces for 12 months following the date of discharge from the service, and for other purposes; to the Committee on Military Affairs.

TRAINING OF NURSES—CHANGE OF REFERENCE

Mr. WALSH of Massachusetts. Mr. President, I ask unanimous consent that the Naval Affairs Committee be discharged from further consideration of Senate bill 1633, and that the bill be

referred to the Committee on Education and Labor. The subject matter of the bill is somewhat foreign to the activities of the Naval Affairs Committee and is within the scope of the authority of the Committee on Education and Labor.

The reason why the bill was referred originally to the Naval Affairs Committee was because it had been introduced at the request of the Navy through me and referred to the Committee on Naval Affairs.

The VICE PRESIDENT. Is there objection to the request of the Senator from Massachusetts?

Mr. WHITE. Mr. President, reserving the right to object, is it the Senator's opinion that the Committee on Education and Labor is the proper committee to which the bill should be referred?

Mr. WALSH of Massachusetts. Yes. I will read the title of the bill.

A bill to amend the act entitled "An act to provide for the training of nurses for the armed forces, governmental and civilian hospitals, health agencies, and war industries, through grants to institutions providing such training, and for other purposes," approved June 15, 1943, so as to provide for the full participation of institutions of the United States in the program for the training of nurses, and for other purposes.

The bill would be in the nature of an amendment to the act. I believe the Committee on Education and Labor recently dealt with the subject matter.

The VICE PRESIDENT. Without objection, the Committee on Naval Affairs will be discharged from the further consideration of Senate bill 1633, and it will be referred to the Committee on Education and Labor.

SUPPLY AND DISTRIBUTION OF FARM LABOR—AMENDMENT

Mr. HAYDEN submitted an amendment proposing to appropriate \$1,359,200 to enable the War Manpower Commission to provide, in accordance with regulations prescribed by the Chairman of the Commission, for the temporary migration of workers from foreign countries, and so forth, intended to be proposed by him to the joint resolution (H. J. Res. 208) making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944, which was referred to the Committee on Appropriations and ordered to be printed.

AMENDMENTS TO THE REVENUE ACT

Mr. ANDREWS, Mr. BALL, Mr. CLARK of Missouri, Mr. DOWNEY, Mr. GILLETTE, Mr. HAYDEN, and Mr. MAYBANK each submitted an amendment intended to be proposed by them, respectively, to the bill (H. R. 3687) to provide revenue, and for other purposes, which were severally ordered to lie on the table and to be printed.

Mr. TRUMAN. Mr. President, I submit an amendment on behalf of the

senior Senator from New Mexico [Mr. HATCH] to House bill 3687, the tax bill, which I ask to have printed and lie on the table.

The VICE PRESIDENT. Without objection, the amendment intended to be proposed by the Senator from New Mexico [Mr. HATCH] will be received, printed, and lie on the table.

REDUCTION OF NONESSENTIAL FEDERAL EXPENDITURES—FEDERAL CIVILIAN EMPLOYMENT, NOVEMBER 1943

Mr. BYRD. Mr. President, I wish to present a report on the number of civilian employees in the executive branch of the Federal Government for the month of November 1943.

Total number of employees for November 1943, is 2,974,002 which is an increase of 5,069 over the revised figure of 2,968,933 for the month of October 1943. However, this net increase is due to the Post Office Department having perfected their reporting machinery so as to give an actual count of the temporary substitute employees whereas previously only an estimate has been made of these employees; and to 1,039 seasonal workers employed by the Post Office Department to handle the Christmas mail.

There has been a net decrease of 121,461 employees since the month of June 1943 when civilian employment in the executive branch reached the peak figure of 3,095,463.

Since October 1943, 31 departments and agencies have eliminated 23,617 employees while 31 departments and agencies have increased the number of their employees by 28,686 employees.

Greatest increases were made by the following departments and agencies: Navy Department, 7,492; Treasury Department, 1,456; Office of Price Administration, 495; Veterans' Administration, 409; Civil Service Commission, 362; and General Accounting Office, 286.

The War Department again shows a substantial decrease of 14,260 employees. Three thousand six hundred and seven of this reduction are from the employees of the regular services of the War Department while 508 is a reduction in the number of force account employees and 10,145 is a reduction of the number of employees in terminal leave status.

Other departments and agencies showing substantial reductions in the number of their employees were: Department of the Interior, 2,294; Commerce Department, 1,848; Agriculture Department, 1,681; Tennessee Valley Authority, 1,138; and the Panama Canal, 482.

Mr. President, I ask unanimous consent to present the report on behalf of the Joint Committee on Reduction of Nonesential Federal Expenditures, on Government personnel for the month of November, and ask that it be printed in the body of the Record.

There being no objection, the report was ordered to be printed in the RECORD, as follows:

Federal civilian employment, by department and agency, for months of October and November 1943, showing increases and decreases in number of paid employees

Department or agency	October	November	Increase (+) or decrease (-)
Office of the President	578	578	0
State Department	8,288	8,497	+209
Treasury Department	84,396	85,852	+1,456
War Department	1,242,742	1,228,482	-14,260
Justice Department	30,289	30,191	-98
Post Office Department	2,334,274	2,350,982	+16,708
Navy Department	699,365	706,857	+7,492
Interior Department	41,118	38,824	-2,294
Agriculture Department	84,108	82,427	-1,681
Commerce Department	33,295	31,447	-1,848
Labor Department	6,071	5,909	-162
NATIONAL WAR AGENCIES			
Committee on Fair Employment Practice	100	103	+3
Division of Central Administrative Services	4,599	4,641	+42
National War Labor Board	3,308	3,082	-226
Office of Alien Property Custodian	1,041	1,039	-2
Office of Civilian Defense	1,112	1,048	-64
Office of Coordinator of Inter-American Affairs	1,311	1,339	+28
Office of Defense Transportation	5,002	5,045	+43
Office of Economic Stabilization	7	7	0
Office of Scientific Research and Development	1,397	1,112	-285
Office of War Information	4,876	5,008	+132
Office of War Mobilization	12	15	+3
Smaller War Plants Corporation	1,591	1,605	+14
War Production Board	17,232	17,266	+34
War Manpower Commission	25,452	25,129	-323
Selective Service System	23,934	23,758	-176
War Relocation Authority	1,839	1,943	+104
War Shipping Administration	4,163	4,395	+232
Foreign Economic Administration	6,269	6,257	-12
Office of Censorship	11,979	12,165	+186
Office of Price Administration	54,566	55,061	+495
Office of Strategic Services	1,574	1,622	+48
Petroleum Administrator for War	1,446	1,422	-24
INDEPENDENT ESTABLISHMENTS			
American Battle Monuments Commission	1	1	0
Board of Investigation and Research—Transportation	86	79	-7
Civil Aeronautics Board	314	320	+6
Civil Service Commission	0,493	6,855	+362
Employees' Compensation Commission	528	532	+4
Export-Import Bank of Washington	59	60	+1
Federal Communications Commission	2,218	2,200	-18
Federal Deposit Insurance Corporation	1,101	1,088	-13
Federal Power Commission	682	672	-10
Federal Security Agency	31,320	31,189	-131
Federal Trade Commission	465	463	-2
Federal Works Agency	22,252	21,968	-284
General Accounting Office	10,267	10,553	+286
Interstate Commerce Commission	2,158	2,157	-1
Maritime Commission	9,293	9,475	+182
National Advisory Committee for Aeronautics	4,440	4,456	+16
National Archives	343	338	-5
National Capital Housing Authority	274	273	-1
National Capital Park and Planning Commission	19	17	-2
National Gallery of Art	257	261	+4
National Housing Agency	20,532	20,709	+177
National Labor Relations Board	788	759	-29

See footnotes at end of table.

78TH CONGRESS
2^D SESSION

H. J. RES. 208

IN THE SENATE OF THE UNITED STATES

JANUARY 14 (legislative day, JANUARY 11), 1944

Referred to the Committee on Appropriations and ordered to be printed

AMENDMENT

Intended to be proposed by Mr. HAYDEN to the joint resolution (H. J. Res. 208) making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944, viz: On page 12, strike out lines 18 to 24, inclusive, and in lieu thereof on page 13, after line 6, insert a new title reading as follows:

- 1 TITLE II—WAR MANPOWER COMMISSION
- 2 MIGRATION OF WORKERS.—To enable the War Man-
- 3 power Commission to provide, in accordance with regulations
- 4 prescribed by the Chairman of said Commission, for the tem-
- 5 porary migration of workers from foreign countries (pursuant
- 6 to agreements between the United States and such foreign
- 7 countries) for employment in the continental United States

1 with industries and services essential to the war effort, includ-
2 ing the transportation of such workers from points outside the
3 United States to ports of entry of the United States and re-
4 turn (including transportation from place of employment in
5 the United States to port of entry of the United States in
6 any case of default by an employer to provide such trans-
7 portation to a worker, in which event the employer shall be
8 liable to the United States for the cost thereof) , cost of tem-
9 porary maintenance of workers in reception centers in foreign
10 countries and in the United States, when necessary, reason-
11 able subsistence and emergency medical care of such workers
12 from the time of reporting for transportation to the
13 United States or return to the country of origin until arrival
14 at the destination, necessary assistance to meet emergency
15 health and welfare problems while in the United States, when
16 such assistance is not otherwise available to such persons,
17 and guarantees of employment while in the United States to
18 the extent agreed upon with the foreign country from which
19 the worker is imported, \$1,359,200, of which not to exceed
20 \$97,200 shall be available for all administrative expenses
21 necessary for the foregoing, including not to exceed \$10,000
22 for temporary employment of administrative personnel out-
23 side continental United States, not to exceed \$1,000 for
24 printing and binding outside continental United States with-
25 out regard to section 3709 of the Revised Statutes and sec-

tion 11 of the Act of March 1, 1919 (44 U. S. C. 111),
and not to exceed \$20,000 for travel expenses: *Provided*,
That no transportation of workers shall be allowed hereunder
unless the employer and the worker have entered into a
contract for employment approved by said Chairman or his
designee, and unless said Chairman certifies that reasonably
adequate use is being made of local labor supply: *Provided*
further, That this appropriation shall remain available after
June 30, 1944, for the purpose of fulfilling guarantees and
other obligations theretofore incurred with respect to such
foreign workers and for all other purposes connected with the
protection and ultimate return of any workers theretofore
transported: *Provided further*, That no part of this appro-
priation shall be available for the recruitment or transporta-
tion of workers for employment in agriculture: *Provided*
further, That the general provisions under the caption
“Executive Office of the President—Office for Emergency
Management”, contained in the National War Agencies Ap-
propriation Act, 1944, and applicable to the constituent
agencies of the Office for Emergency Management contained
therein shall be applicable to the appropriations to the War
Manpower Commission contained in this paragraph.

78TH CONGRESS
2^D Session

H. J. RES. 208

AMENDMENT

Intended to be proposed by Mr. HAYDEN to the joint resolution (H. J. Res. 208) making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944.

JANUARY 14 (legislative day, JANUARY 11), 1944
Referred to the Committee on Appropriations and
ordered to be printed

Mr. Herman Shulman and Rabbi Irving Miller, of New York, representing the American Jewish Conference, have submitted to Government officials a number of concrete and specific plans dealing with the feeding and evacuation of Jews in Nazi-occupied territory.

"The conference, representing the organized responsibility of the American Jewish community, will place at the disposal of the new War Refugee Board the services of its commission on rescue and will make every possible contribution to facilitate the work of the new agency. The action taken by our President promises life to people who were otherwise doomed to destruction and will be welcomed by millions of Americans who have been deeply concerned with this pressing problem."

JANUARY 23, 1944.

EXECUTIVE COMMUNICATIONS, ETC.

The VICE PRESIDENT, laid before the Senate the following letters, which were referred as indicated:

AMENDMENT OF THE WAR OVERTIME PAY ACT OF 1943

A letter from the Under Secretary of Agriculture, transmitting a draft of proposed legislation to amend the War Overtime Pay Act of 1943, relating to the payment of overtime compensation to Government employees, and for other purposes (with an accompanying paper); to the Committee on Civil Service.

REPORT OF UNITED STATES MARITIME COMMISSION ON CONTRACTS ENTERED INTO OR MODIFIED

A letter from the Chairman of the United States Maritime Commission, transmitting, pursuant to law, a report of contracts entered into or modified under authority of Public Law 46, Seventy-seventh Congress, for the period beginning October 1, 1943, and ended December 1, 1943 (with an accompanying report); to the Committee on Commerce.

REPORT OF UNITED STATES MARITIME COMMISSION

A letter from the Secretary of the United States Maritime Commission, transmitting, pursuant to law, the report of the Commission for the period ended June 30, 1943 (with an accompanying report); to the Committee on Commerce.

PERSONNEL REQUIREMENTS OF A DEPARTMENT, COMMISSION, ETC.

Letters transmitting, pursuant to law, estimates of personnel requirements for the quarter ending March 31, 1944, for the Department of the Interior, the United States Civil Service Commission, and the Smaller War Plants Corporation (with accompanying papers); to the Committee on Civil Service.

DISPOSITION OF EXECUTIVE PAPERS

A letter from the Archivist of the United States, transmitting, pursuant to law, a list of papers and documents on the files of the Departments of War, Justice, Navy (2), and Labor; and the National Archives (2) which are not needed in the conduct of business and have no permanent value or historical interest, and requesting action looking toward their disposition (with accompanying papers); to a Joint Select Committee on the Disposition of Papers in the Executive Departments.

The VICE PRESIDENT appointed Mr. BARKLEY and Mr. BREWSTER members of the committee on the part of the Senate.

FEDERAL BALLOTS FOR SOLDIERS—PETITIONS FROM DETROIT

Mr. VANDENBERG. Mr. President, I desire formally to present on behalf of my colleague [Mr. FERGUSON] and myself petitions which are at the clerk's desk.

They were gathered by various groups in the city of Detroit. Forty-five thousand signatures are requesting the Federal ballot for soldiers. I ask that the text of one petition be printed at this point in the RECORD and that the petitions be appropriately referred.

There being no objection, the petitions were ordered to lie on the table and the text of one of the petitions was ordered to be printed in the RECORD, as follows:

To the Congress of the United States:

Whereas the right of all American citizens to vote is a sacred function of our democracy; and

Whereas over 11,000,000 American men and women, now in the armed services of our Nation, must be given every opportunity to exercise that right in the national elections in November 1944: Therefore

We, the undersigned, who have sons or daughters, husbands, wives, sweethearts, brothers or sisters in the armed forces, hereby petition the Congress of the United States to grant, without qualification, the opportunity to vote to our service men and women and to vote for Federal jurisdiction of such voting without the complications arising from State election procedure.

CONSUMER SUBSIDIES—PETITIONS

Mr. VANDENBERG. Mr. President, I also formally present petitions with 250,000 signatures in favor of consumer subsidies. I ask that the text of one petition regarding consumer subsidies be printed in the RECORD, and that the petitions be appropriately referred.

There being no objection, the petitions were ordered to lie on the table and the text of one of the petitions was ordered to be printed in the RECORD, as follows:

SUBSIDIES TO CONTROL PRICES AND INCREASE FOOD PRODUCTION

To the Congress of the United States:

Whereas subsidies are necessary to roll back and control prices; and

Whereas control of prices is necessary to prevent inflation; and

Whereas subsidies will act as an incentive to the farmers to increase the food production: Therefore

We, the undersigned, hereby petition the Congress of the United States to approve subsidies and vote down H. R. 3477 which prohibits subsidies by any Government agency.

PROHIBITION OF LIQUOR TRAFFIC DURING THE WAR—MEMORIALS FROM WISCONSIN

Mr. LA FOLLETTE. Mr. President, I present for appropriate reference certain memorials signed by sundry citizens of Wisconsin remonstrating against the enactment of any prohibition legislation and ask that the heading of one of the memorials may be printed in the RECORD.

There being no objection, the memorials were referred to the Committee on the Judiciary, and the heading of one of the memorials was ordered to be printed in the RECORD, as follows:

PROTEST AGAINST PROHIBITION

JANUARY 17, 1944.

We are against prohibition. We do not want it to happen here again. We, the undersigned American citizens of the State of Wisconsin, protest against the Bryson bill (H. R. 2082) or any bill like it, which would deprive any part of the American people of the right to enjoy the use of alcoholic beverages as they are made today.

Sponsored by:

EMIL SIEVERT,
Merrill, Wis.

TAX ON OLEOMARGARINE: NEED FOR PROTEIN MEAL — RESOLUTIONS BY KANSAS STATE DAIRY ASSOCIATION

Mr. CAPPER. Mr. President, I received copy of the resolutions adopted a few days ago by the Kansas State Dairy Association at its annual meeting in Topeka, Kans., on January 12, in which the members of this association go on record in their opposition to pending legislation which would benefit the oleomargarine manufacturers at the expense of the butter producers. Also a resolution which asks that sufficient quantities of high protein meal in primary form be made available to the dairy industry. I ask that these resolutions be printed in the RECORD and appropriately referred.

There being no objection, the resolutions were referred to the Committee on Agriculture and Forestry and ordered to be printed in the RECORD, as follows:

Whereas the oleomargarine manufacturers have through a united effort endeavored to take over the natural market of butter, at the same time the Federal Government has commandeered large quantities of butter for lend-lease purposes and for use of the Army and Navy and those invalidated home from the war, and these efforts have been resisted by our Senators and Congressmen: Be it

Resolved, That this association extend to Senator CAPPER, SENATOR REED, and Congressmen LAMBERTSON, WINTERS, REES, HOPE, CARLSON, and SCRIVENER our most sincere thanks for the splendid, successful fight they have made in the interest of the general public welfare and Kansas dairymen.

Whereas it has become increasingly difficult to purchase vegetable protein meals in primary form which are so necessary for the economical production of dairy products needed to meet the goals set by the War Food Administration: Therefore be it

Resolved, That the W. F. A. take such steps as may be necessary to make available to the dairy industry sufficient quantities of high protein meal in primary form to meet the needs of the industry.

REPORTS OF COMMITTEES

The following reports of committees were submitted:

By Mr. MCKELLAR, from the Committee on Appropriations:

H. J. Res. 208. Joint resolution making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944; with amendments (Rept. No. 634).

By Mr. MCCARRAN, from the Committee on the District of Columbia:

S. 1641: A bill to amend the Code of the District of Columbia providing for the sale of fish of the shad or herring species, and for other purposes; without amendment (Rept. No. 635);

S. 1657. A bill to amend an act entitled "An act to empower the Commissioners of the District of Columbia to convey land" (approved April 28, 1922); without amendment (Rept. No. 636);

S. 1658. A bill to extend for 1 year the date of termination of Public Law 22, dated April 1, 1943, entitled "To provide for a temporary increase in compensation for certain employees of the District of Columbia government and the White House Police Force"; without amendment (Rept. No. 637); and

H. R. 3916. A bill to permit the construction and use of certain pipe lines for pneumatic tube transmission in the District of Columbia; with amendments (Rept. No. 638).

BILLS AND JOINT RESOLUTION INTRODUCED

Bills and a joint resolution were introduced, read the first time, and, by unanimous consent, the second time, and referred as follows:

By Mr. REED:

S. 1664. A bill to reestablish the Federal Home Loan Bank Board, to re-create the offices of the members of said Board, and to transfer functions of the Federal Home Loan Bank Administration from the National Housing Agency to said Board, and for other purposes; to the Committee on Banking and Currency.

By Mr. ELLENDER:

S. 1665. A bill to relieve certain employees of the Veterans' Administration from financial liability for certain overpayments and allow such credit therefor as is necessary in the accounts of Guy F. Allen, chief disbursing officer; to the Committee on Claims.

By Mr. GURNEY:

S. 1666. A bill for the relief of Leonard Larson; to the Committee on Claims.

By Mr. CLARK of Missouri:

S. 1667. A bill to amend section 42 of title 7 of the Canal Zone Code; to the Committee on Inter-oceanic Canals.

By Mr. WALSH of Massachusetts:

S. 1668. A bill authorizing appropriations for the United States Navy for additional ship repair facilities, and for other purposes; to the Committee on Naval Affairs.

By Mr. REYNOLDS:

S. 1669. A bill to clarify the law relative to allowances for mileage of graduates of the United States Military Academy and transportation of their dependents on assignment to their first duty station and to the mileage allowance of persons entering the United States Military Academy as cadets; to the Committee on Military Affairs.

(Mr. THOMAS of Utah introduced Senate bill 1670, which was referred to the Committee on Education and Labor, and appears under a separate heading.)

By Mr. BAILEY:

S. J. Res. 112. Joint resolution authorizing and directing the Fish and Wildlife Service of the Department of the Interior to conduct a survey of the marine and fresh-water fishery resources of the United States, its Territories and possessions; to the Committee on Commerce.

ADULT EDUCATION EXTENSION PROGRAM

Mr. THOMAS of Utah. Mr. President, I ask unanimous consent to introduce, for appropriate reference, a bill to promote the welfare of the people by establishing a publicly supported adult education program stemming from the State universities and land-grant colleges, and so forth.

There being no objection, the bill (S. 1670) to promote the welfare of the people by establishing a publicly supported adult-education program stemming from the State universities and land-grant colleges, by setting up a college and university adult education extension program separate from but supplemental to the cooperative agricultural extension service authorized by previous acts, thus making broadly available to community groups and individuals the full educational resources and research findings of these public institutions of higher learning, was read twice by its title and referred to the Committee on Education and Labor.

HOUSE JOINT RESOLUTION REFERRED

The joint resolution (H. J. Res. 192) to enable the United States to participate in

the work of the United Nations relief and rehabilitation organization, was read twice by its title and referred to the Committee on Foreign Relations.

CONTINUATION OF COMMODITY CREDIT CORPORATION—AMENDMENT

Mr. O'MAHONEY submitted an amendment intended to be proposed by him to the bill (H. R. 3477) to continue the Commodity Credit Corporation as an agency of the United States, to revise the basis of annual appraisal of its assets, and for other purposes, which was ordered to lie on the table and to be printed.

WARTIME METHOD OF VOTING BY MEMBERS OF THE ARMED FORCES—AMENDMENTS

Mr. REVERCOMB submitted an amendment and also an amendment in the nature of a substitute intended to be proposed by him to the bill (S. 1612) to amend the act of September 16, 1942, which provided a method of voting, in time of war, by members of the land and naval forces absent from the place of their residence, and for other purposes, which were ordered to lie on the table and to be printed.

Mr. HOLMAN submitted an amendment intended to be proposed by him to the bill (S. 1612) to amend the act of September 16, 1942, which provided a method of voting, in time of war, by members of the land and naval forces absent from the place of their residence, and for other purposes, which was ordered to lie on the table, to be printed, and to be printed in the RECORD, as follows:

Amendment intended to be proposed by Mr. HOLMAN to the bill (S. 1612) to amend the act of September 16, 1942, which provided a method of voting, in time of war, by members of the land and naval forces absent from the place of their residence, and for other purposes, viz: At the proper place in the bill insert the following: "Provided, That the President by the exercise of this authority shall be deemed to disqualify himself thereby from being a candidate for any office to be affected by the administration of this act, should the President become disqualified from exercising the authority granted to him under this act, then and in that event, the ex-President of the United States who has most recently served as President shall exercise every and all authority which otherwise is granted the President under the language of this act."

FEDERAL REGULATION OF IMMIGRATION—ADDRESS BY SENATOR HOLMAN

[Mr. HOLMAN asked and obtained leave to have printed in the RECORD a radio address on the subject of Federal regulation of immigration delivered by him on Monday, January 24, 1944, which appears in the Appendix.]

FARM PRICES, FARM INCOME, AND PRICE CONTROLS—LETTER FROM CHESTER BOWLES

[Mr. CAPPER asked and obtained leave to have printed in the RECORD a letter addressed to him by Chester Bowles, Administrator of the Office of Price Administration, relative to farm prices, farm income, and price controls, which appears in the Appendix.]

RED CROSS ACTIVITIES OF, AND TRIBUTES TO, MABEL T. BOARDMAN

[Mr. WALSH of Massachusetts asked and obtained leave to have printed in the RECORD a sketch of the activities of Miss Mabel T. Boardman in the American Red Cross and a brief summary of tributes paid to her, which appear in the Appendix.]

TEXT OF RESOLUTION ADOPTED BY DEMOCRATIC NATIONAL COMMITTEE

[Mr. TUNNELL asked and obtained leave to have printed in the RECORD the text of the resolution offered by Senator GREEN and unanimously adopted by the Democratic National Committee on January 2, 1944, which appears in the Appendix.]

THE SERVICE VOTE, EDITORIAL FROM NEW YORK HERALD TRIBUNE

[Mr. GREEN asked and obtained leave to have printed in the RECORD an editorial entitled "The Service Vote," published in the New York Herald Tribune of January 25, 1944, which appears in the Appendix.]

WARTIME METHOD OF VOTING BY MEMBERS OF THE ARMED FORCES—MESSAGE FROM THE PRESIDENT (H. DOC. NO. 386)

THE VICE PRESIDENT. The Chair lays before the Senate a message from the President of the United States, which will be read.

Mr. BARKLEY. I suggest the absence of a quorum.

THE VICE PRESIDENT. The Clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Aiken	Gillette	Overton
Andrews	Green	Pepper
Bailey	Guffey	Radcliffe
Ball	Gurney	Reed
Bankhead	Hatch	Revercomb
Barkley	Hawkes	Reynolds
Bilbo	Hayden	Robertson
Bone	Hill	Russell
Brewster	Holman	Shipstead
Bridges	Johnson, Colo.	Smith
Brooks	Kilgore	Stewart
Buck	La Follette	Taft
Burton	Langer	Thomas, Idaho
Bushfield	Lodge	Thomas, Okla.
Butler	Lucas	Thomas, Utah
Byrd	McCarran	Tobey
Capper	McClellan	Truman
Caraway	McFarland	Tunnell
Clark, Idaho	McKellar	Tydings
Clark, Mo.	Maloney	Vandenberg
Connally	Maybank	Wagner
Danaher	Mead	Walgren
Davis	Millikin	Walsh, Mass.
Downey	Moore	Wheeler
Eastland	Murdock	Wherry
Ellender	Murray	White
Ferguson	Nye	Willis
George	O'Daniel	Wilson
Gerry	O'Mahoney	

Mr. HILL. I announce that the Senator from Virginia [Mr. GLASS] is absent from the Senate because of illness.

The Senator from Nevada [Mr. SCRUGHAM] is detained on official business.

The Senator from Kentucky [Mr. CHANDLER] and the Senator from New Mexico [Mr. CHAVEZ] are detained on public business.

The Senator from New Jersey [Mr. WALSH] is absent because of a slight illness.

Mr. WHITE. The Senator from Oregon [Mr. McNARY] is absent because of illness.

The Senator from Wisconsin [Mr. WILEY] is absent on official business.

The Senator from Vermont [Mr. AUSTIN] is absent as a result of illness.

THE VICE PRESIDENT. Eighty-six Senators have answered to their names. A quorum is present.

The clerk will read the message from the President of the United States.

Calendar No. 644

78TH CONGRESS }
2d Session }

SENATE

{ REPORT
No. 634

APPROPRIATION TO ASSIST IN PROVIDING A SUPPLY AND DISTRIBUTION OF FARM LABOR, CALENDAR YEAR 1944

JANUARY 26 (legislative day, JANUARY 24), 1944.—Ordered to be printed

Mr. McKELLAR, from the Committee on Appropriations, submitted
the following

REPORT

[To accompany H. J. Res. 208]

The Committee on Appropriations, to whom was referred the joint resolution (H. J. Res. 208) making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944, report the same to the Senate with various amendments and submit information relative to the changes made.

Amount of resolution as passed the House-----	¹ \$27, 000, 000
Amount added by Senate-----	9, 359, 200

Amount of resolution as reported to the Senate--	¹ 36, 359, 200
--	---------------------------

The increase by the Senate is divided as follows:

War Food Administration: Farm labor program-----	\$8, 000, 000
War Manpower Commission: Migra- tion of foreign workers for employ- ment with industries and services essential to the preservation, mar- keting, or distribution of agricul- tural products-----	1, 359, 200

¹ Together with unexpended balances.

TITLE I—WAR FOOD ADMINISTRATION

The amount allowed in the resolution for the farm-labor program as reported to the Senate (\$35,000,000) is the same as that submitted in House Document 346 of the first session of the Seventy-eighth Congress and is \$8,000,000 in excess of the amount proposed by the House.

The resolution as passed by the House provided that the entire farm-labor program should be under the extension services—at the Federal level in the Federal Office of Extension and at the State level in the State extension services. In other words, the handling of intrastate and interstate domestic farm workers would be carried on by the State extension services and the transportation and recruiting of foreign workers would be handled by the Federal Office of Extension.

The resolution as proposed to be amended by the Senate committee seeks to continue during the calendar year 1944 the arrangement in effect during the calendar year 1943 whereby the intrastate labor will continue to be handled by State extension services and the interstate and foreign labor by the War Food Administrator.

The War Food Administrator advised the committee that he did not favor a change in the method of operating the farm-labor program. He took the position that the present plan worked successfully during the calendar year 1943, and that it would be the part of wisdom to continue the program as it was operated in 1943.

Witnesses before the committee testified to the excellent results obtained both in the handling of intrastate farm labor by the extension services and in the handling of foreign labor by the Office of Labor.

The resolution as proposed to be amended by the committee follows closely the pattern of the present law (Public Law 45). The principal changes proposed in the existing law are as follows:

CONSTRUCTION OF LABOR-SUPPLY CENTERS

Under the present law, funds allocated to the States are not available for construction of new labor-supply centers and necessary facilities and services. Instances have arisen where suitable facilities cannot be obtained in any manner other than by construction. The House inserted language limiting the amount for such purposes to \$200,000 with a limit of \$40,000 on any one center. The Senate committee retains the language inserted by the House but reduces the amount of \$200,000 to \$100,000 and fixes the amount for any one center to \$20,000 in lieu of \$40,000, as proposed by the House.

RENDERING ASSISTANCE WITH RESPECT TO DEFERMENT OF AGRICULTURAL LABOR

The resolution as it came to the Senate from the House contained authority to render assistance with respect to the deferment of agricultural labor. Such authority was not contained in the present law. The estimate of the amount that would be required for allocation to the States to perform this duty is \$2,500,000. A survey has been initiated by the Selective Service System to determine whether registrants deferred in agriculture are actually contributing to production of food. The estimate was based upon the ascertainment by county agents of the facts in connection with such deferrees as often and in the detail determined to be necessary by the individual State directors of Selective Service. The present number of such deferrees is now 1,800,000 and it is estimated that an additional 300,000 will be deferred during the ensuing year making a total of 2,100,000 as to whom review information is desired. The cost at best is a rough estimate.

The committee recommends the retention of this provision in the resolution.

LIMITATIONS

The committee recommends the inclusion of the following limitation with respect to regional offices:

(c) *No part of the funds appropriated in this title shall be used for the establishment or maintenance of regional offices.*

MISCELLANEOUS PROVISIONS

The resolution as it passed the House contained a provision with respect to the use of farm workers in the packing, canning, freezing, drying, or other processing of perishable or seasonal fruits and vegetables. The committee recommends the retention of this provision with an amendment substituting the words "agricultural products" for the words "or seasonal fruits and vegetables." The paragraph as amended reads as follows:

(h) When authorized by the Administrator, workers under the program may be used in the packing, canning, freezing, drying, or other processing of perishable ~~or seasonal fruits and vegetables~~ *agricultural products*.

UTILIZATION OF PRISONERS OF WAR AND THE EMERGENCY USE OF SOLDIERS

The committee recommends the following new paragraph:

(j) *If the Administrator finds that there is inadequate farm labor in any area, the Administrator and the agricultural extension service of the land-grant colleges in the respective States are hereby authorized, for the purposes of this title, to negotiate directly with the War Department for the utilization of prisoners of war and the emergency use of soldiers of the United States for the production and harvesting of agricultural commodities within the several States upon such terms and conditions as may be mutually agreed upon, subject, in the case of prisoners of war, to the terms of any treaties or international agreements to which the United States of America is signatory and which are now in effect.*

It was represented to the committee that at the present time serious delays are occasioned by the processing of requests for such services through the War Manpower Commission. Such delays might well result in the loss of needed food supplies. In order to obviate delays and make sure that such labor will be available in the various areas when needed, the committee recommends the inclusion of the above paragraph.

TITLE II—EXECUTIVE OFFICE OF THE PRESIDENT—OFFICE FOR EMERGENCY MANAGEMENT

WAR MANPOWER COMMISSION

TEMPORARY MIGRATION OF WORKERS FROM FOREIGN COUNTRIES WITHIN THE WESTERN HEMISPHERE

It was represented to the committee that labor is available in certain foreign countries of the Western Hemisphere for importation into the United States to aid in meeting the critical shortage of workers in the forests, particularly those engaged in getting out pulpwood or wood suitable for making box shooks for handling the crating of vegetables and fruits.

A large percentage of all lumber presently produced is required for wooden containers. A shortage of these containers will occur on

delays not only in the packing and shipment of certain agricultural products for military and civilian needs but will also occasion delays in the packing and shipment of many other commodities required for military and civilian needs.

According to information submitted to the committee, the latest inventory of softwoods, both wholesale and retail, shows an alarming decline. The wooden containers for fresh fruits, vegetables, and meats alone require an aggregate of some two and one-half billion board feet per year. One of the limiting factors in increasing lumber production is skilled labor, and the committee feels that it is urgent that this shortage be met where possible.

The committee recommends that the following new title be added to the resolution, proposing an appropriation of \$1,359,200 to enable the War Manpower Commission to provide, in accordance with regulations prescribed by the Chairman of the Commission, for the temporary migration of workers from foreign countries within the Western Hemisphere, pursuant to agreements between the United States and such foreign countries, for employment in the continental United States with industries and services essential to the preservation, marketing, or distribution of agricultural products:

*Title II—Executive Office of the President—Office for Emergency Management
War Manpower Commission*

Migration of workers: To enable the War Manpower Commission to provide, in accordance with regulations prescribed by the Chairman of said Commission, for the temporary migration of workers from foreign countries within the Western Hemisphere (pursuant to agreements between the United States and such foreign countries) for employment in the continental United States with industries and services essential to the preservation, marketing, or distribution of agricultural products, including the transportation of such workers from points outside the United States to ports of entry of the United States and return (including transportation from place of employment in the United States to port of entry of the United States in any case of default by an employer to provide such transportation to a worker, in which event the employer shall be liable to the United States for the cost thereof), cost of temporary maintenance of workers in reception centers in foreign countries and in the United States, when necessary, reasonable subsistence and emergency medical care of such workers from the time of reporting for transportation to the United States or return to the country of origin until arrival at the destination, necessary assistance to meet emergency health and welfare problems while in the United States, when such assistance is not otherwise available to such persons, and guarantees of employment while in the United States to the extent agreed upon with the foreign country from which the worker is imported, fiscal year 1944, \$1,359,200, of which not to exceed \$97,200 shall be available for all administrative expenses necessary for the foregoing, including not to exceed \$10,000 for temporary employment of administrative personnel outside continental United States, not to exceed \$1,000 for printing and binding outside continental United States without regard to section 3709 of the Revised Statutes and section 11 of the Act of March 1, 1919 (44 U. S. C. 111), and not to exceed \$20,000 for travel expenses: Provided, That no transportation of workers shall be allowed hereunder unless the employer and the worker have entered into a contract for employment approved by said Chairman or his designee, and unless said Chairman certifies that reasonably adequate use is being made of local labor supply: Provided further, That this appropriation shall remain available after June 30, 1944, for the purpose of fulfilling guarantees and other obligations theretofore incurred with respect to such foreign workers and for all other purposes connected with the protection and ultimate return of any workers theretofore transported: Provided further, That no part of this appropriation shall be available for the recruitment or transportation of workers for employment in agriculture: Provided further, That the general provisions under the caption "Executive Office of the President—Office for Emergency Management," contained in the National War Agencies Appropriation Act, 1944, and applicable to the constituent agencies of the Office for Emergency Management contained therein shall be applicable to the appropriations to the War Manpower Commission contained in this paragraph.

Calendar No. 644

78TH CONGRESS
2D SESSION

H. J. RES. 208

[Report No. 634]

IN THE SENATE OF THE UNITED STATES

DECEMBER 18 (legislative day, DECEMBER 15), 1943

Read twice and referred to the Committee on Appropriations

JANUARY 26 (legislative day, JANUARY 24), 1944

Reported by Mr. McKELLAR, with amendments

[Omit the part struck through and insert the part printed in italic]

JOINT RESOLUTION

Making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944.

1 *Resolved by the Senate and House of Representatives*
2 *of the United States of America in Congress assembled,*
3 That there is hereby appropriated, out of any money in the
4 Treasury not otherwise appropriated, *the following sums,*
5 *namely the sum of \$27,000,000, which sum, together with*
6 *the amount appropriated in the Act of April 29, 1943 (Public*
7 *Law 45), shall be merged into one fund, to remain available*
8 *until December 31, 1944, and to be expended by the War*
9 *Food Administrator (hereinafter referred to as the "Admin-*
10 *istrator"), appointed pursuant to Executive Order Numbered*

1 9334, dated April 19, 1943, for assisting in providing an
 2 adequate supply of workers for the production and harvesting
 3 of agricultural commodities essential to the prosecution of the
 4 war, as follows:

5 *TITLE I—DEPARTMENT OF AGRICULTURE*

6 *WAR FOOD ADMINISTRATION*

7 *For assisting in providing an adequate supply of work-*
 8 *ers for the production and harvesting of agricultural com-*
 9 *modities essential to the prosecution of the war, \$35,000,000,*
 10 *which sum, together with the amount appropriated in the*
 11 *Act of April 29, 1943 (Public Law 45), shall be merged*
 12 *into one fund, to remain available until December 31, 1944,*
 13 *and to be expended by the War Food Administrator (here-*
 14 *inafter referred to as the "Administrator"), appointed pur-*
 15 *suant to Executive Order Numbered 9334, dated April 19,*
 16 *1943, as follows:*

17 *PAYMENTS TO STATES*

18 *SEC. 2. (a) For the purpose of assisting in providing an*
 19 *adequate supply of workers for the production and harvesting*
 20 *of agricultural commodities within the several States, the*
 21 *Administrator shall apportion among the several States, on*
 22 *the basis of need, not more than \$17,500,000 not less than*
 23 *\$14,000,000 and not more than \$18,500,000 of the sum*
 24 *appropriated by section 1 (including apportionments hereto-*
 25 *fore made) and the sums so apportioned shall be available*

1 for payment to such States for expenditure by the agricultural
2 extension services of the land-grant colleges in such States
3 in accordance with such agreements as may be entered
4 into by the Administrator and such extension services and
5 subject to the supervision of the Administrator. The pur-
6 poses for which such funds may be expended by such exten-
7 sion services shall include, among other things, (1) the
8 recruiting ~~(including recruitment within the State of recruit-~~
9 ~~ment for employment elsewhere)~~, placement (including the
10 placement of workers as tenants or sharecroppers), and train-
11 ing of such workers; (2) transportation ~~(including trans-~~
12 ~~portation from State to State and within the State of recruit-~~
13 ~~ment for employment elsewhere)~~, supervision, subsistence,
14 protection, health and medical and burial services, and
15 shelter for such workers and their families and necessary per-
16 sonal property; (3) lease, repair, alteration, and operation of
17 labor supply centers and other necessary facilities and serv-
18 ices, including former Civilian Conservation Corps camps,
19 and not to exceed ~~\$200,000~~ \$100,000 for the construction of
20 labor supply centers and other necessary facilities and serv-
21 ices (not to exceed ~~\$40,000~~ \$20,000 for any one center);
22 (4) advancing to workers of sums due from employers within
23 the United States who are under contractual obligation to re-
24 imburse such extension services for such advances, ~~the repay-~~
25 ~~ments from employers for such advances to be credited to~~

1 the respective funds apportioned to the States; (5) employ-
 2 ment of personnel and other administrative expenses; (6)
 3 payment to or reimbursement of other public or private
 4 agencies or individuals for furnishing services or facilities
 5 for such purposes; and (7) rendering assistance with
 6 respect to the deferment of agricultural labor, includ-
 7 ing among other things *the furnishing* of informa-
 8 tion on the contribution that individuals subject to selective
 9 service are making to agricultural production. Such
 10 extension services may enter into agreements with other pub-
 11 lic and private agencies and individuals and utilize the
 12 facilities and services of such agencies and individuals in
 13 carrying out the purposes of this section.

14 (b) The Administrator shall certify to the Secretary
 15 of the Treasury, from time to time, the amounts to be
 16 paid to each State under this section and the time or
 17 times such amounts are to be paid; and the Secretary of
 18 the Treasury shall pay to the State, at the time or times
 19 fixed by the Administrator, the amounts so certified.

20 EXPENDITURE OF OTHER FUNDS

21 SEC. 3. (a) The funds appropriated by section 1 and not
 22 apportioned by the Administrator among the several States
 23 pursuant to section 2 shall be ~~allotted~~ *available for expendi-*
 24 *ture* by the Administrator ~~to the office of Extension, War~~
 25 ~~Food Administration, for expenditure, of which not~~

1 to exceed \$200,000 shall be available for admin-
2 istrative expenses in the District of Columbia. The
3 purposes for which such funds may be expended shall include,
4 among other things, (1) the recruiting and transportation of
5 foreign workers and their families and necessary personal
6 property, within the United States and elsewhere; (2)
7 furnishing, by loans or otherwise, of health and medical and
8 burial services, training, subsistence, allowances, protection,
9 and shelter for such workers and their families, ~~while en~~
10 ~~route, including the furnishing of health and medical services~~
11 ~~to agricultural workers and their families housed in any labor~~
12 ~~supply center operated as a part of this program; (3) ad-~~
13 ~~vancing to workers of sums due from employers within the~~
14 ~~United States who are under contractual obligation to re-~~
15 ~~imburse the United States for such advances, the repayments~~
16 ~~from employers for such advances to be credited to the funds~~
17 ~~available to the Administrator; (4) payments in lieu~~
18 ~~of taxes on labor supply centers in accordance with the proce-~~
19 ~~dure set forth in the Act of June 29, 1936 (40 U. S. C.~~
20 ~~432); (5) determination and payment of claims (not exceed-~~
21 ~~ing \$50 in any one case) of workers recruited in foreign~~
22 ~~countries (a) who, in preparation for transportation to or~~
23 ~~from the United States and subsequent failure of such trans-~~
24 ~~portation, have suffered losses, or (b) who have been trans-~~
25 ~~ported to the United States and during said transportation,~~

1 including embarkation and debarkation, have suffered the loss
2 of or damage to personal effects; (4) lease, repair, altera-
3 tion, and operation of labor supply centers and other neces-
4 sary facilities and services; and ~~(6)~~ (5) operating personnel
5 and expenses to carry out the above purposes.

6 ~~(b)~~ The Administrator may allocate to any State, in
7 the manner provided in section 2, from the amount made
8 available by this section, such funds for labor supply centers
9 and other necessary services and facilities and for the feed-
10 ing of workers in such centers, as in his judgment may be
11 more advantageously applied by such State for the Federal
12 Government than by direct expenditure by the War Food
13 Administration. He is also authorized, in connection with
14 the purposes of this subsection, to loan to any State any labor
15 supply center and the facilities and equipment thereof,
16 owned by the United States, under such terms and condi-
17 tions as he may specify.

18 ~~(c)~~ (b) Not more than \$200,000 2 per centum of the
19 combined sum of the appropriation in Public Law 45,
20 Seventy-eighth Congress, and the direct appropriation in sec-
21 tion 1 hereof shall be available for obligation during the
22 calendar year 1944 for administrative expenses of the Admin-
23 istrator under such Public Law 45 and this Act, including (1)
24 the employment of persons and organizations, by contract or
25 otherwise, at the seat of government and elsewhere; (2)

1 purchase, exchange, operation, and maintenance of pas-
2 senger-carrying vehicles; (3) printing and binding; (4)
3 travel expenses of persons employed in administrative, super-
4 visory, or facilitating capacities within a foreign country
5 or from a foreign country to the United States and return,
6 including such expenses to first-duty stations; and (5) pay-
7 ment to or reimbursement of other agencies or individuals
8 for administrative expenses incurred by them.

9 ~~(d)~~ (c) For the purpose of this ~~Act~~ *title*, the Adminis-
10 trator is authorized—

11 (1) to utilize the facilities, services, and personnel
12 of units and agencies within the Department of Agricul-
13 ture; to enter into agreements with other public or pri-
14 vate agencies or individuals; to utilize (pursuant to
15 such agreements) the facilities and services of such
16 agencies and individuals and to delegate to them func-
17 tions under this ~~joint resolution~~ *title*; and to allocate or
18 transfer funds to (in addition to the transfers author-
19 ized by the Department of Agriculture Appropriation
20 Acts for the fiscal years 1944 and 1945), or otherwise to
21 pay or reimburse such units, agencies, and individuals
22 for expenses in connection therewith;

23 (2) to accept and utilize voluntary and uncom-
24 pensated services; and

25 (3) to cooperate with the Secretary of State in

1 the negotiation or renegotiation of agreements with
2 foreign governments relating to the importation of
3 workers into the United States.

4 LIMITATIONS

5 SEC. 4. (a) No part of the funds ~~herein~~ appropriated
6 *in this title* shall be expended for the transportation of any
7 worker from the county where he resides or is working to a
8 place of employment outside of such county without the prior
9 consent in writing of the county extension agent of such
10 county, if such worker has resided in such county for a period
11 of one year or more immediately prior thereto and has been
12 engaged in agricultural labor as his principal occupation dur-
13 ing such period.

14 (b) No part of the funds ~~herein~~ appropriated *in this*
15 *title*, or heretofore appropriated or made available to any
16 department or agency of the Government for the recruiting,
17 transportation, or placement of agricultural workers, shall be
18 used directly or indirectly to fix, regulate, or impose minimum
19 wages or housing standards, to regulate hours of work, or to
20 impose or enforce collective-bargaining requirements or union
21 membership, with respect to any agricultural labor, except
22 with respect to workers imported into the United States from
23 a foreign country and then only to the extent required to com-
24 ply with agreements with the government of such foreign
25 country: *Provided*, That nothing herein contained shall pre-

1 vent the expenditure of such funds in connection with the ne-
 2 gotiation of agreements with employers of agricultural
 3 workers which may provide that prevailing wage rates shall
 4 be paid for particular crops and areas involved and that shelter
 5 shall be provided for such workers.

6 (c) *No part of the funds appropriated in this title*
 7 *shall be used for the establishment or maintenance of regional*
 8 *offices.*

9 MISCELLANEOUS PROVISIONS

10 SEC. 5. (a) Funds appropriated by this ~~Act~~ *title* may
 11 be expended without regard to section 3709 of the Revised
 12 Statutes.

13 (b) Any payments made by the United States or other
 14 public or private agencies or employers to aliens brought
 15 into the United States under this ~~Act~~ *title* shall not be subject
 16 to deduction or withholding under section 143 (b) of the
 17 Internal Revenue Code.

18 (c) For the purpose of this ~~Act~~ *title*—

19 (1) the term “State” includes Alaska, Hawaii, and
 20 Puerto Rico;

21 (2) the term “worker” includes nationals of the
 22 United States and aliens;

23 (3) the term “agricultural labor” includes any
 24 services or activities included within the provisions of

1 section 3 (f) of the Fair Labor Standards Act of 1938
2 or section 1426 (h) of the Internal Revenue Code.

3 (d) Effective July 1, 1943, notwithstanding section 3
4 of the Act of June 29, 1936 (U. S. C., title 40, sec. 433),
5 receipts derived for the account of the United States from
6 the use and occupancy of agricultural labor supply centers,
7 including camps and facilities heretofore used by or under the
8 control of the Farm Security Administration, shall be de-
9 posited in the Treasury as miscellaneous receipts: *Provided,*
10 ~~That all receipts derived from the furnishing of subsistence~~
11 ~~to workers shall be credited to the appropriation in section 4~~
12 ~~and be available for expenditure by the Administrator for the~~
13 ~~replenishment of subsistence supplies and for expenses inci-~~
14 ~~dent to the furnishing of such subsistence.~~

15 (e) The former Civilian Conservation Corps camps shall
16 be transferred without charge to the Administrator, to the
17 extent that he deems necessary to carry out the purposes of
18 this ~~Act~~ *title: Provided,* That no such camp which is being
19 utilized by any other agency of the Government, or
20 which has been transferred to any State, county, mu-
21 nicipality, or nonprofit organization, shall be transferred to
22 the Administrator under this subsection without the consent
23 of such agency, State, county, municipality, or organization.

24 (f) Notwithstanding provisions of title I of the Social
25 Security Act, as amended (relating to grants to States for

1 old-age assistance), and of appropriations for payments
2 thereunder, in any case in which any State pays old-age as-
3 sistance to any individual at a rate not in excess of the rate
4 of old-age assistance paid to such individual during the month
5 of July 1943, any failure to take into consideration any in-
6 come and resources of such individual arising from agricul-
7 tural labor performed by him as an employee, or from labor
8 otherwise performed by him in connection with the raising or
9 harvesting of agricultural commodities, after the date of en-
10 actment of this Act and prior to the seventh cal-
11 endar month occurring after the termination of hostilities
12 in the present war, as proclaimed by the President shall
13 not be a basis of excluding payments made to such in-
14 dividual in computing payments made to States under section
15 3 of such title, of refusing to approve a State plan under sec-
16 tion 2 of such title, or of withholding certification pursuant
17 to section 4 of such title.

18 (g) In order to facilitate the employment by agricul-
19 tural employers in the United States of native-born residents
20 of North America, South America, and Central America, and
21 the islands adjacent thereto, desiring to perform agricultural
22 labor in the United States, during continuation of hostilities
23 in the present war, any such resident desiring to enter the
24 United States for that purpose shall be exempt from the
25 payment of head tax required by section 2 of the Immigra-

tion Act of February 5, 1917, and from other admission charges, and shall be exempt from those excluding provisions of section 3 of such Act which relate to contract laborers, the requirements of literacy, and the payment of passage by corporations, foreign government, or others; and any such resident shall be admitted to perform agricultural labor in the United States for such time and under such conditions (but not including the exaction of bond to insure ultimate departure from the United States) as may be required by regulations prescribed by the Commissioner of Immigration and Naturalization with the approval of the Attorney General; and in the event such regulations require documentary evidence of the country of birth of any such resident which he is unable to furnish, such requirement may be waived by the admitting officer of the United States at the point where such resident seeks entry into the United States if such official has other proof satisfactory to him that such resident is a native of the country claimed as his birthplace. Each such resident shall be provided with an identification card (with his photograph and fingerprints) to be prescribed under such regulations which shall be in lieu of all other documentary requirements, including the registration at time of entry or after entry required by the Alien Registration Act of 1940. Any such resident admitted under the foregoing provisions who fails to maintain the status for which he was admitted or to

1 depart from the United States in accordance with the terms
2 of his admission shall be taken into custody under a warrant
3 issued by the Attorney General at any time after entry and
4 deported in accordance with section 20 of the Immigration
5 Act of February 5, 1917. Sections 5 and 6 of such Act shall
6 not apply to the importation of aliens under this ~~Act~~ *title*.
7 No provision of this ~~Act~~ *title* shall authorize the admission
8 into the United States of any enemy alien.

9 (h) When authorized by the Administrator, workers
10 under the program may be used in the packing, canning,
11 freezing, drying, or other processing of perishable ~~or seasonal~~
12 ~~fruits and vegetables~~ *agricultural products*.

13 ~~(i) Notwithstanding any provisions to the contrary in~~
14 ~~the Act approved July 12, 1943 (Public Law 132), funds~~
15 ~~available to the War Manpower Commission for the current~~
16 ~~migration of Mexican or Canadian nationals under the aus-~~
17 ~~pices of the War Manpower Commission for industrial and~~
18 ~~railroad purposes essential to the war effort, may continue to~~
19 ~~be expended during the fiscal year 1944.~~

20 ~~(j) (i)~~ (i) This ~~Act~~ *title* shall take effect upon the date of
21 its enactment into law and shall thereupon supersede the Act
22 of April 29, 1943 (Public Law 45), to the extent that such
23 Act is inconsistent with this ~~Act~~ *title*.

24 (j) *If the Administrator finds that there is inadequate*
25 *farm labor in any area, the Administrator and the agricultural*

1 *extension service of the land-grant colleges in the respec-*
 2 *tive States are hereby authorized, for the purposes of this*
 3 *title, to negotiate directly with the War Department for the*
 4 *utilization of prisoners of war and the emergency use of*
 5 *soldiers of the United States for the production and harvest-*
 6 *ing of agricultural commodities within the several States*
 7 *upon such terms and conditions as may be mutually agreed*
 8 *upon, subject, in the case of prisoners of war, to the terms*
 9 *of any treaties or international agreements to which the*
 10 *United States of America is signatory and which are now*
 11 *in effect.*

12 (k) This ~~Act~~ title may be cited as the "Farm Labor
 13 Supply Appropriation Act, 1944".

14 *TITLE II—EXECUTIVE OFFICE OF THE PRES-*
 15 *IDENT—OFFICE FOR EMERGENCY MAN-*
 16 *AGEMENT*

17 *WAR MANPOWER COMMISSION*

18 *Migration of workers: To enable the War Manpower*
 19 *Commission to provide, in accordance with regulations pre-*
 20 *scribed by the Chairman of said Commission, for the tem-*
 21 *porary migration of workers from foreign countries within*
 22 *the Western Hemisphere (pursuant to agreements between*
 23 *the United States and such foreign countries) for employment*

1 in the continental United States with industries and services
2 essential to the preservation, marketing, or distribution of
3 agricultural products, including the transportation of such
4 workers from points outside the United States to ports
5 of entry of the United States and return (including trans-
6 portation from place of employment in the United States
7 to port of entry of the United States in any case of
8 default by an employer to provide such transportation to
9 a worker, in which event the employer shall be liable
10 to the United States for the cost thereof), cost of tem-
11 porary maintenance of workers in reception centers in foreign
12 countries and in the United States, when necessary, reason-
13 able subsistence and emergency medical care of such workers
14 from the time of reporting for transportation to the
15 United States or return to the country of origin until arrival
16 at the destination, necessary assistance to meet emergency
17 health and welfare problems while in the United States, when
18 such assistance is not otherwise available to such persons,
19 and guarantees of employment while in the United States to
20 the extent agreed upon with the foreign country from which the
21 worker is imported, fiscal year 1944, \$1,359,200, of which not
22 to exceed \$97,200 shall be available for all administrative ex-
23 penses necessary for the foregoing, including not to ex-
24 ceed \$10,000 for temporary employment of administrative

1 personnel outside continental United States, not to exceed
2 \$1,000 for printing and binding outside continental United
3 States without regard to section 3709 of the Revised
4 Statutes and section 11 of the Act of March 1,
5 1919 (44 U. S. C. 111), and not to exceed \$20,000 for
6 travel expenses: Provided, That no transportation of workers
7 shall be allowed hereunder unless the employer and the worker
8 have entered into a contract for employment approved by said
9 Chairman or his designee, and unless said Chairman certifies
10 that reasonably adequate use is being made of local labor sup-
11 ply: Provided further, That this appropriation shall remain
12 available after June 30, 1944, for the purpose of fulfilling
13 guarantees and other obligations theretofore incurred with
14 respect to such foreign workers and for all other purposes
15 connected with the protection and ultimate return of any
16 workers theretofore transported: Provided further, That no
17 part of this appropriation shall be available for the recruit-
18 ment or transportation of workers for employment in agricul-
19 ture: Provided further, That the general provisions under
20 the caption "Executive Office of the President—Office for
21 Emergency Management", contained in the National War
22 Agencies Appropriation Act, 1944, and applicable to the
23 constituent agencies of the Office for Emergency Manage-
24 ment contained therein shall be applicable to the appropria-

1 tions to the War Manpower Commission contained in this
2 paragraph.

Passed the House of Representatives December 17, 1943.

Attest:

SOUTH TRIMBLE,

Clerk.

JOINT RESOLUTION

Making an appropriation to assist in providing
a supply and distribution of farm labor for
the calendar year 1944.

DECEMBER 18 (legislative day, DECEMBER 15), 1943

Read twice and referred to the Committee on
Appropriations

JANUARY 26 (legislative day, JANUARY 24), 1944

Reported with amendments

I have hesitated to say anything to the Congress on this matter for the simple reason that the making of these rules is solely within the discretion of the two Houses of the legislative branch of the Government. I realize that the Executive as such has nothing to do with the making or the enforcement of these rules.

To which we all agree.

Nevertheless, there are times, I think, when the President can speak as an interested citizen.

I think that there would be widespread resentment on the part of the people of the Nation if they were unable to find out how their individual Representatives had expressed themselves on this legislation—which goes to the root of the right of citizenship.

In the last paragraph he says:

Every Member of the two Houses of Congress ought to be willing in justice to "stand up and be counted."

Mr. President, what reason or excuse is there for the use of such language to Members of Congress by the Chief Executive? They have shown no disposition to avoid standing on their feet and being counted. They have shown no disposition to avoid solving this problem as quickly and effectively as possible; and yet the American people are told, by implication, that we in this Congress are afraid to stand on our feet and be counted, and want to sneak out the side door.

Mr. President, it seems to me that the bill in its present form is indefensible. I wish to call the attention of the Senate to two or three things.

I refer first of all to pages 38 and 39 of the bill. Section 12 on page 38 provides as follows:

SEC. 12. The commission, upon receiving any ballot cast under this title, shall promptly transmit it to the secretary of state of the State of the voter's residence who shall at an appropriate time transmit it to the appropriate election officials of the district, precinct, county, or other voting unit of the voter's residence. No person other than such appropriate election officials shall open any official outer or inner envelope purporting to contain a ballot cast under this title.

Section 14 on page 39 provides as follows:

SEC. 14. (a) The commission shall have no powers or functions with respect to the determination of the validity of ballots cast under the provisions of this title; such determination shall be made by the duly constituted election officials of the appropriate districts, precincts, counties, or other voting units of the several States. Votes cast under the provisions of this title shall be canvassed, counted, and certified in each State by its proper canvassing boards in the same manner, as nearly as may be practicable, as the votes cast within its borders are canvassed, counted, and certified.

Let us go back to page 30, where the form of the ballot and the form of oath of the voter are shown. Yesterday I tried for half an hour to obtain the floor to ask this question: How do the authors of the bill expect the election officials, by mind reading, hypnotism, or some other fantastic scheme, to determine what is the precinct of the voter who is casting his vote? Yet the ballot cannot be counted or examined by the election officials until and unless it reaches the soldier's home precinct. In

my own county there are 45 precincts in one county. There are more than 4,000 in the State. If these ballots are to be sent back to the Governor of the State, the secretary of state, or even the county auditor, how are any of those officials to determine from what precinct the voter comes? It simply cannot be done. Not a single ballot sent back without the name of the precinct would ever find its way to the place where it could be counted. The provisions of the bill would involve a great deal of waste motion.

Mr. President, I expect to offer amendments in connection with some of these features of the bill. I invite attention to page 33 of the bill. The language beginning in line 3 reads as follows:

After the oath has been duly attested, the voter shall then place the official inner envelope in the official outer envelope provided for the return of the ballot to the commission and shall deliver it to a person designated by proper authority to receive executed ballots for transmission to the commission.

There is a provision in the bill to the effect that the commission may name any assistants it desires to carry out the provisions of the act. As an extreme illustration; suppose the commission should decide to name Harry Hopkins to carry out the provisions of the act? Does anyone suppose that we would stand for that? In my judgment, the bill should be amended to designate the individual who is to handle the ballots.

I invite the attention of the Senate to page 34, subsection (b) of section 7, lines 3 to 6 inclusive, which read as follows:

In each year in which a general election for Senators and Representatives in Congress is to be held, the commission shall furnish well in advance of the election an adequate number of ballots, envelopes—

And so forth. Mr. President, the way the bill is drawn, it would run on forever. I think it should be amended to cover only the year 1944.

On page 40, I invite the attention of the Senate to section 16, which reads as follows:

SEC. 16. The provisions of State and Federal law prohibiting offenses against the elective franchise shall apply in the case of elections and voting conducted pursuant to the provisions of this title: *Provided, however*, That no act done in good faith by a member of the armed forces of the United States, in the exercise of his judgment as to what was practicable and compatible with military operations, shall constitute a violation of any such provision of law.

Those two sentences contradict each other and vitiate any effect they might otherwise have.

Mr. President, I intend to propose, and now send to the desk, certain amendments covering the ideas which I have outlined. I ask that they lie on the table and be printed.

The PRESIDING OFFICER. Without objection, the amendments will lie on the table and be printed.

Mr. BUSHFIELD. Mr. President, to sum up very briefly, every Member of the Senate and every Member of the House is just as anxious as every other Member to enact some legislation which will solve this difficulty. A number of plans are now under consideration, sub-

mitted either as substitutes or amendments. I urge Members of the Senate to get together, dispense with acrimonious debate, and try to settle this question so that members of the armed forces may vote.

SUPPLY AND DISTRIBUTION OF FARM LABOR FOR 1944

Mr. O'DANIEL obtained the floor.

Mr. McKELLAR. Mr. President, will the Senator yield to me for the purpose of propounding a unanimous-consent request?

Mr. O'DANIEL. I yield.

Mr. McKELLAR. I ask unanimous consent that the unfinished business be temporarily laid aside and that the Senate proceed to consider House Joint Resolution 208.

The joint resolution makes an appropriation to assist in providing for the supply and distribution of farm labor for the calendar year 1944.

As Senators will recall, last year a bill was passed by Congress which provided for the procurement of local labor in various communities throughout the country in which there was a great need for additional labor. Provision was also made for bringing into the country approximately 50,000 laborers from Mexico, Haiti, and several other countries. That law expired at the end of 1943. By joint resolution it was continued for the month of January, and it will expire again on next Monday unless the pending joint resolution shall be passed.

The House of Representatives passed a measure which was somewhat different from the bill passed last year. The bill of last year provided that the War Food Administration should have control of the money. The House passed a measure this year taking what is known as the foreign labor portion away from the War Food Administration and putting it into the hands of the Farm Extension Service. When the measure came over to the Senate much testimony was taken, and the Senate committee came to the conclusion that the plan adopted last year, with one exception to which I shall refer in a moment, had been very successful. It has been quite expensive, of course, but naturally any plan involving the bringing into the country of foreign labor would be very expensive. However, the Senate committee took the position that the plan had been successful last year, and that it should be continued along the lines of last year, and not be put into the hands of the Farm Extension Service.

Mr. President, the principal reason which impelled the Senate committee to reach that conclusion is that the Farm Extension Service representatives appeared and they said that they did not want it. Under those circumstances, the present managers of the plan having made a fair success of it last year, the Senate committee, by a fair majority, put back the plan as it was last year.

However, an exception was made. Colonel Bruton, who was the head of the activity, had set up 7 regional offices which were maintained in full-time operation. The work involved is seasonal. It seemed to the committee that

to maintain 7 regional offices which employed at all times in the neighborhood of 800 or a thousand men, was an expensive operation. It was very wasteful. The situation was called to the attention of Colonel Bruton, who admitted that maintenance of some of the offices was ill-advised, and would be discontinued. However, the committee thought that all the offices should be abolished for this reason.

Take the State of California, for example. Out of a total number of approximately 50,000 or more laborers brought here, 37,500 were employed in the Los Angeles district. If there were ever a place where there should have been a regional office, almost any person would say that Los Angeles was the place where it should have been located. However, instead of placing it there the agency placed it at San Francisco, 500 miles away. The system was exceedingly expensive.

Mr. President, ordinarily I am very much in favor of the Farm Extension Service. I think it is one of the most valuable services we have in connection with farming. The only reason why I was willing to go along with the arrangement which the committee has reported is that the Farm Extension Service did not want the responsibility, and the land-grant colleges, which are so intimately connected with the Farm Extension Service, did not want it. Those who had charge of the activity last year made a success of it, and we thought that the plan which would place a limitation upon regional offices should be adopted. The joint resolution could then go to conference and there we would be enabled to work out the best plan.

We must pass the joint resolution this afternoon. I assume that we will not be able to pass it at any other time between now and next Monday.

Mr. LA FOLLETTE. Mr. President, I should like to propound a question to the Senator bearing on that point. I should like to ask him whether, if his unanimous-consent request should be agreed to, he would expect us to pass the joint resolution this evening.

Mr. McKELLAR. Yes; we would hope to pass it this evening.

Mr. LA FOLLETTE. It seems to me that there are several important matters involved in the joint resolution, and that the Senate should have an opportunity to consider them. That, obviously, will not be possible this evening.

Mr. McKELLAR. I do not know of any serious contention concerning anything which appears in the joint resolution. Its provisions must be worked out in conference. I should be glad to have the Senator state some of the objections to the joint resolution which he may have in mind.

Mr. LA FOLLETTE. I should like to have some information about the amendment at the bottom of page 13. I have always had a serious question in my mind as to the policy adopted in section 4 (a), which would practically freeze any worker in a county unless he could obtain permission of the county agent to leave the county.

Mr. McKELLAR. If the Senator will permit me to interrupt him, I will ask the senior Senator from Arizona [Mr. HAYDEN]—

Mr. LA FOLLETTE. I do not wish to enter into a debate about the matter.

Mr. McKELLAR. The Senator from Arizona will give the Senator the information which he requests.

Mr. LA FOLLETTE. I know that, but I am trying to list a few of the items for which the Senator asked, which I think should have the consideration of the Senate. It is now 5 o'clock, and, as usual at this hour of the day, many Senators, believing that no votes would be taken today, have returned to their offices. It seems to me that if the Senator will permit this joint resolution to be made the unfinished business, and take it up tomorrow, we could make greater progress than we can now make. I am not seeking to delay the measure, and I wish to help the able acting chairman of the committee to proceed as rapidly as may be possible, and to save as much time as can be saved.

Mr. McKELLAR. The present law will expire on Monday next, and the Senator is familiar with the holding of conferences between the two Houses. Unless the objections which he has in mind are very urgent and necessitous I hope the Senator will allow the joint resolution to be passed and go to conference. I shall be very happy to have the Senator appear before the conferees when the matter is considered by them.

Mr. LA FOLLETTE. Mr. President, some of these matters would not be in conference if the joint resolution were passed in the form in which it has been reported by the committee. I have in mind, for example, a committee amendment in which, I have been advised by his secretary, the senior Senator from California [Mr. JOHNSON], is interested. I have some material here which was furnished me by his able secretary. It would take me a little time to go into it.

I am not seeking to delay consideration of the joint resolution. I am not responsible for the legislative program, but it seems to me that this is a subject which is of some importance. I do not know what the decision of the Senate will be on some of the items, but it appears to me that the matter is of sufficient importance so that there should be a quorum present, and we should have a chance to debate the joint resolution on its merits. As the Senator knows, even the Members who are now present in the Senate will become very impatient if the debate runs on for any length of time, and a Senator who may desire to press some amendment will not have a chance, because the remaining Senators will wish to join the others who have gone to their offices.

I do not wish to make an unreasonable request, and I wish to cooperate with the able Senator from Tennessee in every way I possibly can, but the Senator will realize, of course, that I am somewhat handicapped. I have been engaged practically all day in the conference on the tax bill, and I confess I have not had the time to go into the matter we are now discussing as thoroughly as I should

like to do. I do not wish to throw any obstruction in the Senator's way, or cause any delay. I always desire to cooperate with him whenever I can.

Mr. McKELLAR. The Senator is very kind, I know, but I very much fear that it will be difficult even to get the joint resolution passed if we do not bring it up until next Monday. The Senator knows the situation in the Senate, and we have only until next Monday to act. If we have to wait until then, it will be difficult to secure final action on the measure. If the Senator objects, of course there is nothing I can do.

Mr. LA FOLLETTE. I do not want it left that way, Mr. President. I hope I can persuade the Senator from Tennessee that my request is not unreasonable.

Mr. McKELLAR. I realize that it is not unreasonable.

Mr. LA FOLLETTE. It would pain me very much to have to object to anything asked for by the Senator from Tennessee.

Mr. BARKLEY. Let me suggest to Senators that there will be a session tomorrow, so that the matter can be taken up at that time.

Mr. McKELLAR. Can we get unanimous consent to have it taken up now, and the pending business temporarily laid aside?

Mr. LA FOLLETTE. Speaking for myself, I should have no objection to the pending business being temporarily laid aside, and the joint resolution brought before the Senate, with the understanding that if that shall be done, we will then recess until 12 o'clock tomorrow.

Mr. McKELLAR. Of course, the Senator from Texas has the floor.

Mr. WHITE. Mr. President, I am not a member of the subcommittee which considered the bill, and I have only the most general knowledge of it. I undertook during the day to contact some of the minority members of the subcommittee, and I think I should say that, so far as I was able to learn, there is no opposition on their part to consideration and passage of the joint resolution. I think the suggestion the Senator from Wisconsin has made is probably the most sensible, in view of the circumstances.

Mr. McKELLAR. Under the circumstances, Mr. President, I shall modify my request by asking unanimous consent that the unfinished business be temporarily laid aside, and that the Senate proceed to the consideration of House Joint Resolution 203, and leave it in that position, so that it will be the first business tomorrow morning.

The PRESIDING OFFICER (Mr. MAYBANK in the chair). The clerk will state the joint resolution by title.

The LEGISLATIVE CLERK. A joint resolution (H. J. Res. 203) making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Tennessee? The Chair hears none, and it is so ordered.

with such regulations as may be prescribed by the Administrator of Veterans' Affairs for the proper administration of this part. Such Administrator shall appoint in each State a board of five members, not less than three of whom shall be members of the faculties of educational institutions having educational or scientific courses in advance of the subjects taught in standard high school courses. Each such board shall determine whether or not any institution or establishment in its State in which a veteran desires to pursue a course of education or training under this part is qualified and suitable for providing such education or training; and shall perform such other duties and functions as the Administrator of Veterans' Affairs may prescribe. The members of such board shall not receive any compensation for their services on the board, but shall be reimbursed for all necessary travel expenses and shall receive a per diem allowance of \$15 in lieu of subsistence while away from their respective places of residence on business of the board.

"7. In carrying out his powers and duties under this part, the Administrator of Veterans' Affairs—

"(a) May prescribe such rules and regulations as he deems necessary or appropriate.

"(b) May employ such additional personnel and experts as are deemed necessary, and may utilize and extend existing Veterans' Administration facilities and utilize those of any other governmental agency as well as those maintained by joint Federal and State contributions.

"(c) Shall consult with and may utilize the services and facilities of the respective State departments of education of the several States.

"(d) May enter into such agreements or arrangements with public or private institutions or agencies as he finds to be suitable and necessary to accomplish the purposes of this part.

"(e) May accept uncompensated services upon such terms and conditions as he deems proper.

"8. Such rules and regulations of the Administrator may include such rules and regulations as he deems necessary in order to promote good conduct and cooperation upon the part of persons who are pursuing courses of education or training under this part. Penalties for the breach of such rules or regulations may with the approval of the Administrator extend to a forfeiture or discontinuance of any part of the benefits provided by this part."

SEC. 502. Paragraph 1 of part VII of Veterans Regulation No. 1 (a), as amended by Public Law No. 16, Seventy-eighth Congress, March 24, 1943, is hereby amended by deleting the date "December 6, 1941," in the first sentence thereof, and substituting the date "August 27, 1940."

TITLE IV. LOANS FOR THE PURCHASE OF HOMES, FARMS, AND BUSINESS PROPERTY

GENERAL PROVISIONS FOR LOANS

SEC. 600. (a) Any person who shall have served in the active military or naval service of the United States for more than 90 days at any time after August 27, 1940, and prior to the termination of the present war, who is not dishonorably separated therefrom, upon separation from active service shall be deemed to be a veteran eligible for the benefits of this title. Any such veteran may apply to the Administrator of Veterans' Affairs for a loan for any of the purposes specified in sections 601, 602, and 603. If the Administrator finds that the veteran is eligible for the benefits of this title and is in need of such loan, the Administrator shall submit the veteran's application for approval of the loan as provided in sections 601, 602, and 603. When any such loan has been approved as provided in such sections, the loan shall be made by the Administrator of Veterans' Affairs.

(b) The aggregate of all loans made to any one veteran under this title shall be for such amount not in excess of a thousand dollars as may be applied for by the veteran. Any such loan shall bear no interest for the first year after the loan is made, and thereafter shall bear interest at the rate of 3 percent per annum, compounded annually. No guarantor of any such loan shall be required and no security for the loan shall be required except for a lien, which shall be a first lien where no other lien is required in the purchase of such property; otherwise it shall be a second lien.

(c) Any loan made under this title shall be repayable to the Administrator of Veterans' Affairs, and except as otherwise provided in this title, shall be subject to such terms and conditions as may be prescribed jointly by such Administrator and the head of the department or agency to whom the application is submitted for approval of the loan.

PURCHASE OF HOMES

SEC. 601. (a) Any application made under this section for a loan to be used in purchasing residential property shall be submitted to the Federal Housing Administrator for his approval. Such Administrator shall approve the loan if he finds—

(1) that such loan will be used for part payment for such property to be purchased by the veteran;

(2) that such property has been approved for mortgage insurance under the National Housing Act as amended or meets the location and construction requirements for such approval; and

(3) that the purchase price paid, or to be paid by the veteran for such property does not exceed the appraised value thereof as determined by the Federal Housing Administrator.

(b) Any application for a loan under this section for the purpose of paying delinquent indebtedness, taxes, or special assessments, on residential property previously purchased for a home by the veteran shall be submitted to the Federal Housing Administrator who shall approve such loan unless in his opinion such loan is unsound or would not be in the interest of the veteran.

(c) No first mortgage shall be ineligible for insurance under the National Housing Act as amended, by reason of any loan made under this title, or by reason of any secondary lien upon the property involved securing such loan.

PURCHASE OF FARMS AND FARM EQUIPMENT

SEC. 602. (a) Any application made under this title for a loan to be used in purchasing any land, buildings, livestock, equipment, machinery, or implements, to be used in farming operations conducted by the applicant, shall be submitted to the Secretary of Agriculture for his approval of the loan. Such Secretary shall approve the loan if he finds—

(1) that such loan will be used for part payment for real or personal property purchased or to be purchased by the veteran and used in bona fide farming operations conducted by him;

(2) that such property will be useful in and reasonably necessary for efficiently conducting such operations;

(3) that the character, ability, and experience of the veteran, and the nature of the proposed farming operations to be conducted by him, are such that there is a reasonable likelihood that such operations will be successful; and

(4) that the purchase price paid or to be paid by the veteran for such property does not exceed a reasonable appraised value therefor as determined by the Secretary.

(b) Any person who is found by the Administrator of Veterans' Affairs to have served in the active military or naval service of the United States for more than 90 days at any time after August 27, 1940, and prior to the

termination of the present war, who shall not have been dishonorably separated therefrom, and who shall have been separated therefrom after service of 90 days or more, or shall have been separated therefrom after less than 90 days of service for disability incurred in line of duty, and who is found by the Secretary of Agriculture, by reason of his character, ability, and experience to be likely successfully to carry out undertakings required of him under a loan which may be made under the Bankhead-Jones Farm Tenant Act, shall be eligible for the benefits of such act to the same extent as if he were a farm tenant.

PURCHASE OF BUSINESS PROPERTY

SEC. 603. Any application made under this title for a loan to be used in purchasing any business, land, buildings, supplies, equipment, machinery, or tools, to be used by the applicant in pursuing a gainful occupation (other than farming), shall be submitted to the Secretary of Commerce for his approval of the loan. Such Secretary shall approve the loan if he finds—

(1) that such loan will be used for part payment for real or personal property purchased or to be purchased by the veteran and used by him in the bona fide pursuit of a gainful occupation (other than farming);

(2) that such property will be useful in and reasonably necessary for the efficient and successful pursuit of such occupation;

(3) that the character, ability, and experience of the veteran, and the conditions under which he proposes to pursue such occupation, are such that there is a reasonable likelihood that he will be successful in the pursuit of such occupation; and

(4) that the purchase price paid or to be paid by the veteran for such property does not exceed a reasonable appraised value therefor as determined by the Secretary.

LEGISLATIVE RULE RELATING TO SUBJECT MATTER OF LEGISLATION AND REVISION OF STATUTES

Mr. ANDREWS submitted the following concurrent resolution (S. Con. Res. 32), which was referred to the Committee on Rules:

Resolved by the Senate (the House of Representatives concurring), That every bill or joint resolution passed by the Congress shall embrace but one subject and matter properly connected therewith, which subject shall be briefly stated in the title of such bill or joint resolution.

SEC. 2. That no law shall be amended or revised by reference to its title only; but in every case the law, as revised, or section, as amended, shall be reenacted and published at length.

INTERVIEW WITH SENATOR SMITH, OF SOUTH CAROLINA, BY JACOB SIMPSON PAYTON

[Mr. AIKEN asked and obtained leave to have printed in the Record an interview with Senator SMITH, of South Carolina, under the heading "A Senator remembers," by Jacob Simpson Payton, published in the Christian Advocate of January 20, 1944, which appears in the Appendix.]

SENATOR BUTLER CITES FIGURES—EDITORIAL FROM THE COLUMBUS EVENING DISPATCH

[Mr. BUTLER asked and obtained leave to have printed in the Record an editorial entitled "Here's the Proof—Senator BUTLER Cites Figures," published in the Columbus (Ohio) Evening Dispatch of January 24, 1944, which appears in the Appendix.]

NATIONAL SERVICE LAW

[Mr. GUFFEY asked and obtained leave to have printed in the Record a letter from Capt. Herman Hirsh, of the Marine Corps, addressed to the Senators from Pennsylvania,

regarding a national service law, which appears in the Appendix.]

VOTES FOR SOLDIERS

[Mr. GUFFEY asked and obtained leave to have printed in the RECORD several letters relating to votes for servicemen, which appear in the Appendix.]

JAPANESE MISTREATMENT OF AMERICAN PRISONERS

Mr. McFARLAND. Mr. President, I wish to call the attention of the Senate to the headlines in the morning newspapers. We are saddened by those headlines, which read:

Five thousand two hundred Yank war prisoners killed by Jap torture in Philippines; cruel "march of death" described; other thousands of victims were Filipinos; captives were starved, beaten, bayoneted, shot, and even beheaded, Army and Navy report.

Mr. President, this is just another example of the cruelty and the brutality of the Japanese. It is evidence that the leaders of that race are not fit to govern any people. May God be with the relatives of those brave boys who have made the supreme sacrifice.

The Japs will pay, and pay dearly. Our answer will be in blood, and in the ashes of their cities. Those responsible for this brutality must pay, but God forbid that we would ever resort to such torture, even toward beasts such as these. Let them be lined up and shot, that their feet may scorch in hell, where they belong.

Mr. HATCH. Mr. President, will the Senator yield?

Mr. McFARLAND. I yield.

Mr. HATCH. I have asked the Senator to yield because he has discussed a matter which is of vital concern to me. I propose to discuss it further today. I have agreed with the Senator from Tennessee [Mr. McKELLAR], however, not to interrupt consideration of the appropriation bill. As soon as consideration of the bill is concluded, which I hope may be quickly, I wish to make some comments about the atrocities revealed in the morning newspapers.

Mr. McKELLAR. Mr. President, I thank the Senator from New Mexico very much. The joint resolution must be passed by Monday in order that the very necessary work covered by it may be continued.

NATIONAL SERVICE LEGISLATION— LETTER FROM SGT. JOHN O. RANEY

Mr. WHEELER. Mr. President, I have not risen to say anything concerning the matter which was called to the attention of the Senate by the junior Senator from Arizona [Mr. McFARLAND], but I wish to compliment him upon the statement he has made. The only thing I wish to say is that these facts were known some time ago, and it seems to me the War Department and the Navy Department should have made the report at an earlier time, so that the American people could have known what the facts were.

Mr. President, I hold in my hand a letter written to me by an American boy, a sergeant in the American Army who is with our flying forces in England. He writes me with reference to the legislation which has been proposed by the

President and advocated by the Secretary of War, known as the national-service legislation. He writes me as follows:

DEAR SENATOR WHEELER: Although you will no doubt be much too busy to read this, will write it anyway just in case. In our Army paper, the Stars and Stripes, we have been following the debate pro and con on the national-service law and as crew members of the flying forts of the Eighth Air Force we feel we have a right to a few words. We would like to state and we may be quoted—

Mr. President, I read the letter because of that statement; otherwise I would not have quoted it—

That we are firmly against the bill. We do not like the idea of anyone taking our wives, mothers, fathers, sisters, or brothers from the very homes we are fighting for and place them on a farm, ranch, or any other damn place they see fit. We were led to understand that the law in question once caused a civil war and was settled for all time. Frankly, sir, we are sick and tired of hearing a few politicians try to bring slavery back to the United States. If anyone would care to see how miserably that same law has failed in England, tell them to come over. It has ruined thousands of women and broken thousands of homes. We did not want to come over here and do not wish to be here now, but since we must, we will and are doing our best. However, if this bill is passed, I for one am through flying and fighting, for when my Government invades my home, the only thing we have left, there is nothing left to fight for.

Respectfully yours,
Staff Sgt. JOHN O. RANEY,
Three Hundred and Eighty-eighth
Bomb Group, Five Hundred and
Sixty-third Squadron, A. P. O.
634, care of Postmaster, New
York City.

Mr. President, this letter was passed by the British censor, and was passed by the American censor.

When the statement is made by the Secretary of War and by others that unless the proposed legislation is passed the morale of the soldiers will be broken down, it seems to me a letter such as this furnishes ample proof that quite the contrary is true. It is certainly true here in the United States, and it is true apparently among the soldiers fighting overseas.

CANADIAN FARM EQUIPMENT AND MACHINERY

While I am on my feet, Mr. President, I also wish to call the attention of the Senate to a letter which I received from the vice president of an implement company in Montana. The letter is as follows:

DEAR SENATOR WHEELER: I am attaching hereto a copy of a letter that this firm received today from the Canadian Trade Commissioner, Chicago, Ill. May I direct your attention to the first part of the first sentence of this letter in which it is very specifically and definitely intimated that Canada might be in a position to furnish certain farm implements and machinery for export to the United States in the near future?

It seems mighty queer to me and to a lot of the rest of us Americans that the War Production Board and the War Food Administration are allocating farm equipment for export to Canada and to other British possessions and depriving the American farmer and rancher of equipment that he so badly needs; while at the same time the Canadian manufacturers apparently have a surplus of farm

equipment and machinery that they in turn can export to the United States.

I don't care necessarily to have the name of this firm or my own name involved in this, if it can be handled without; but on the other hand, if it is necessary this letter can be used.

It is signed by the vice president of the company.

The letter which the writer received from the Canadian Government Trade Commissioner, Tribune Tower, 435 North Michigan Avenue, Chicago, under date of January 14, 1944, is as follows:

DEAR SIRS: In view of the shortage of farm implements and machinery at this time and the possibility of supplies from Canada in the near future, would you inform me if there would be a market in your territory for importations of Canadian farm implements and machinery. If so, would you advise me of the estimated tonnage or amount that would be marketable.

I would appreciate an early reply at your convenience and thanking you in advance, I am,

Yours faithfully,
H. A. SPENCER,
Acting Canadian Trade Commissioner.

Mr. President, the farmers of the United States have been pleading for farm implements. They have been told not only that they could not obtain farm implements, but as a matter of fact that they should turn in such farm implements as they had on hand which they were not using or which were out of repair, because the Government needed steel and other metals. As the writer of the letter states, we have been exporting farm implements to Canada, and at the same time Canadians are writing asking implement dealers in the United States whether they can sell Canadian farm implements which are manufactured in Canada.

I have written letters to the War Production Board and to the War Food Administration asking them upon what ground they can hold back American farm implements from the farmers of this country and at the same time Canadians can be offering to sell farm implements to the people of the United States.

SUPPLY AND DISTRIBUTION OF FARM LABOR FOR 1944

The VICE PRESIDENT. The Chair lays before the Senate the unfinished business.

The Senate proceeded to consider the joint resolution (H. J. Res. 208) making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944, which had been reported from the Committee on Appropriations with amendments.

The VICE PRESIDENT. The clerk will state the first amendment of the committee.

The first amendment of the Committee on Appropriations was, on page 1, line 4, after the word "appropriated", to insert "the following sums, namely" and in line 5, after the word "namely", in the amendment just above stated, to strike out:

The sum of \$27,000,000, which sum, together with the amount appropriated in the act of April 29, 1943 (Public Law 45), shall be merged into one fund, to remain available

until December 31, 1944, and to be expended by the War Food Administrator (hereinafter referred to as the "Administrator"), appointed pursuant to Executive Order No. 9334, dated April 19, 1943, for assisting in providing an adequate supply of workers for the production and harvesting of agricultural commodities essential to the prosecution of the war, as follows.

The amendment was agreed to.

The next amendment was, on page 2, after line 4, to insert:

TITLE I—DEPARTMENT OF AGRICULTURE
WAR FOOD ADMINISTRATION

For assisting in providing an adequate supply of workers for the production and harvesting of agricultural commodities essential to the prosecution of the war, \$35,000,000, which sum, together with the amount appropriated in the act of April 29, 1943 (Public Law 45), shall be merged into one fund, to remain available until December 31, 1944, and to be expended by the War Food Administrator (hereinafter referred to as the "Administrator"), appointed pursuant to Executive Order No. 9334, dated April 19, 1943, as follows:

The amendment was agreed to.

The next amendment was, under the subhead "Payments to States," on page 2, line 22, after the word "need," to strike out "not more than \$17,500,000" and insert "not less than \$14,000,000 and not more than \$18,500,000"; on page 3, line 8, after the word "recruiting", to strike out "(including recruitment within the State of recruitment for employment elsewhere)"; in line 11, after the word "transportation", to strike out "including transportation from State to State and within the State of recruitment for employment elsewhere"; in line 19, after the word "exceed", to strike out "\$200,000" and insert "\$100,000"; in line 21, after the word "exceed", to strike out "\$40,000" and insert "\$20,000"; in line 24, after the word "advances", to strike out the comma and "the repayments from employers for such advances to be credited to the respective funds apportioned to the States"; and on page 4, line 7, after the word "things", to insert "the furnishing."

The amendment was agreed to.

The next amendment was, under the subhead "Expenditure of other funds," on page 4, line 23, after the words "shall be", to strike out "allotted" and insert "available for expenditure"; in line 24, after the word "Administrator", to strike out "to the Office of Extension, War Food Administration, for expenditure, of which not to exceed \$200,000 shall be available for administrative expenses in the District of Columbia"; on page 5, line 5, before the word "workers", to strike out "foreign."

The amendment was agreed to.

The next amendment was, on page 5, in line 9, after the word "families", to strike out the comma and the words "while en route, including the furnishing of health and medical services to agricultural workers and their families housed in any labor supply center operated as a part of this program."

Mr. LA FOLLETTE. Mr. President, I should like to be heard briefly in opposition to the committee amendment. As I understand the amendment, its net effect,

if agreed to, would be to confine medical services solely to migratory workers who are brought in from some other country and transported or given placement under the program envisioned by the joint resolution. It seems to me it is not a proper policy to grant help and medical care to migrant workers or seasonal workers who are brought from one of our neighboring countries, and to deny it to an American citizen who may have been transported just as far or farther from his home, and who is working side by side with the alien who has been brought in. I am not attempting to raise any invidious issue as between American citizens and aliens; but what I have stated is the net effect of the amendment as I understand it. I am anxious to have the amendment rejected on its own merits. If it be rejected, I wish to offer an amendment on behalf of the senior Senator from California [Mr. JOHNSON], at the request of his State medical association.

Mr. WHITE. Mr. President, will the Senator yield?

Mr. LA FOLLETTE. I yield.

Mr. WHITE. I wonder if the Senator's construction can be correct in view of the fact that the amendment on page 5, line 5, striking out the word "foreign," has been agreed to.

Mr. AIKEN. Mr. President, that is what I was about to call to the attention of the senior Senator from Wisconsin. It appears to me that by striking out the word "foreign," the matter referred to has been taken care of.

Mr. LA FOLLETTE. Mr. President, it is my understanding, and I should like to have the acting chairman of the committee correct me if I am mistaken, that on representations from the State Department that the Mexican Government was concerned, to say the least, lest workers from Mexico coming into this country might not have medical and health care, the committee had proposed to amend the joint resolution so that its effect would be to make the medical and health care available to seasonal workers coming into this country from outside the United States, but not available to those transported in the United States who are American citizens.

Mr. McKELLAR. Mr. President, I will state how the question arose. If the Senator will read lines 4, 5, and 6 of the joint resolution as it was passed by the House, he will observe they read as follows:

The recruiting and transportation of foreign workers and their families and necessary personal property, within the United States and elsewhere.

Many of them bring their families. Certainly the United States Government should not be required to furnish medical attention for their families.

I desire to call the attention of the Senator from Arizona [Mr. HAYDEN] to this matter, and to ask him to state how the provision in the joint resolution would actually operate inasmuch as he has been closely connected with it.

Mr. HAYDEN. Mr. President, if the Senator from Wisconsin will permit me to do so, I should like to say that as the measure was written, the House contemplated that the Federal authorities would

handle only foreign workers, leaving everything else to be handled by the extension services of the States. When the Senate just now struck out the word "foreign," it made the bill read so as to cover all workers.

If the Senator will read a little further, he will find that beginning in line 7, provision is made to furnish to workers and their families health and medical and burial services, training, subsistence, allowances, protection, and shelter.

What we were getting away from was the limitation placed by the House as to foreign workers while en route. The House repeated the language. In other words, the House contemplated that the foreign worker would be recruited, and that while he was en route to the State he could receive this service, and that thereafter it would be rendered by the State authority.

We have struck out the word "foreign," and that makes the provision apply to all workers. There is ample authority in the measure to provide health and medical and burial services, training, subsistence, allowances, and so forth, for such workers and their families—that is to say, all workers.

Mr. LA FOLLETTE. Then let me ask, in connection with the amendment which has been brought to my attention by the secretary of the Senator from California [Mr. JOHNSON], whether it is the Senator's interpretation that such services and allowances will be available only to those who have been transported.

Mr. HAYDEN. That is correct, because the joint resolution says:

The recruiting and transportation of workers.

If the worker was recruited and transported, he could get medical service in just the way provided for by the measure as reported from the committee.

What the senior Senator from California desired to do was to provide that a worker who moved from one State to another on his own power, a worker who was not recruited and was not transported, might also receive medical care and attention. I do not see why the Senator cannot offer that amendment without insisting on having the Senate reject the committee's amendment.

Mr. LA FOLLETTE. Yes; I think the Senator has straightened me out on this matter, and that my information was correct insofar as the effect of the measure as passed by the House was concerned, but was not correct insofar as the changes proposed by the Senate committee are concerned.

Mr. HAYDEN. That is correct.

Mr. McKELLAR. Yes; that is correct.

Mr. LA FOLLETTE. I wish to be frank, and to say that I have been tied up with the tax bill conference, and have not had a thorough opportunity to study this matter.

So I think I can wait until the committee amendment with respect to the matter has been disposed of, and then offer the amendment to the House text.

Mr. HAYDEN. Mr. President, I think it would be in order now to offer the

amendment the Senator has in mind and we can dispose of it immediately.

Mr. LA FOLLETTE. Then, Mr. President, I offer the amendment, to be inserted at the proper place, and send it to the desk.

Mr. McKELLAR. Mr. President, am I to understand that the Senator has withdrawn his amendment to restore that language?

Mr. LA FOLLETTE. I withdraw the amendment to reject the committee amendment.

The PRESIDING OFFICER (Mr. MAYBANK in the chair). The question is on agreeing to the committee amendment on page 5, beginning in line 9.

The amendment was agreed to.

The PRESIDING OFFICER. The clerk will state the amendment submitted by the Senator from Wisconsin on behalf of the Senator from California [Mr. JOHNSON].

The CHIEF CLERK. On page 5, line 9, after the word "families", it is proposed to strike out the semicolon and insert a colon and the following: "Provided, That funds available to the Administrator may be used for providing health and medical services to other migratory workers and their families who have entered the area without recruitment or assistance of any government agency and have engaged in agricultural work and to whom adequate health and medical services are not otherwise available in the area where they are working."

The PRESIDING OFFICER. The question is on agreeing to the amendment.

The amendment was agreed to.

Mr. LA FOLLETTE. Mr. President, in connection with the amendment just agreed to, I ask unanimous consent to have printed in the RECORD at this point a letter addressed to the senior Senator from California [Mr. JOHNSON] by the council of the California Medical Association.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

CALIFORNIA MEDICAL ASSOCIATION,
San Francisco, October 18, 1943.
The Honorable HIRAM W. JOHNSON,
United States Senator From California,
Senate Office Building,
Washington, D. C.

DEAR SENATOR JOHNSON: This letter is written on behalf of the agricultural workers of California who have been served by the Agricultural Workers' Health and Medical Association in the past. Our attention has been directed to the present situation by the medical members of their board of directors.

Your attention is called to that section of Public Law 45 regarding the migratory agricultural workers and their families who would be eligible for health and medical service.

The present wording of the act is so restrictive that it excludes from medical care all agricultural workers who do not receive their employment as a result of some activity of some of the Government agencies financed by Public Law 45. This means that our own American agricultural workers who have sufficient initiative and ingenuity to develop employment resources of their own are denied medical assistance.

In order to broaden the scope of professional services to be rendered, a proposed amendment to Public Law 45, section 3 (a)

(2), has been suggested. The proposed amendment would be as follows:

The California Medical Association, an organization of some 7,000 licensed physicians and surgeons, through the council, its constituted authority, requests your support of the proposed amendment.

May we express the hope that you will write us in regard thereto? Kindly address your communication to Karl L. Schaupp, M. D., president, California Medical Association, 450 Sutter Street, room 2004, San Francisco 8, Calif.

With thanks for your help in this.

Cordially yours,

THE COUNCIL OF THE CALIFORNIA MEDICAL ASSOCIATION,
KARL L. SCHAUPP, M. D.,

President.

PHILIP K. GILMAN, M. D.,

Chairman.

By GEORGE H. KRESS, M. D.,

Secretary.

Mr. BUSHFIELD. Mr. President, I should like to request information from the Senator from Tennessee relative to the \$8,000,000 item mentioned in the report. Will the Senator be kind enough to explain where it is to be allowed and how it is to be spent?

I read from the report:

War Food Administration: Farm labor program, \$8,000,000.

I should like to know about about.

Mr. HAYDEN. Mr. President, if the Senator will examine page 1 of the joint resolution, he will find that the amount recommended by the House was \$27,000,000. The Budget estimate was \$35,000,000. The difference is \$8,000,000, and the committee has recommended the Budget estimate.

Mr. BUSHFIELD. I thank the Senator.

The PRESIDING OFFICER. The next amendment of the committee will be stated.

The next amendment of the committee was, on page 5, in line 15, after the word "advances", to strike out the comma and the words "the repayments from employers for such advances to be credited to the funds available to the Administrator; (4) payments in lieu of taxes on labor supply centers in accordance with the procedure set forth in the act of June 29, 1936 (40 U. S. C. 432); (5) determination and payment of claims (not exceeding \$50 in any one case) of workers recruited in foreign countries (a) who, in preparation for transportation to or from the United States and subsequent failure of such transportation, have suffered losses; or (b) who have been transported to the United States and during said transportation, including embarkation and debarkation, have suffered the loss of or damage to personal effects" and insert "(4) lease, repair, alteration, and operation of labor supply centers and other necessary facilities and services"; and on page 6, line 4, after the word "and", to strike out "(6)" and insert "(5)."

Mr. LA FOLLETTE. Mr. President, I should like to ask the Senator from Arizona whether the amendment as now drawn, if agreed to, would prohibit the construction of any centers?

Mr. HAYDEN. Yes. It does not contemplate new construction.

Mr. LA FOLLETTE. Was there any testimony before the committee that there was any need for such construction?

Mr. HAYDEN. There was the suggestion on the part of Colonel Bruton that he should be permitted to engage in some construction. He said that what bothered him particularly was that there had been a ruling, by the Comptroller General that to move a Civilian Conservation Corps camp from one place to another was new construction.

The committee had so much difficulty with the matter of labor camps, which was one of the main troubles we were trying to avoid, that the committee decided to restore the words in the original law, as it appears this year, and not provide for having anything new started.

Mr. LA FOLLETTE. Would the Senator object to having the word "relocation" inserted, so as to take care of situations in which it is desired to move an old Conservation Corps camp to another place, so that it might be available?

Mr. HAYDEN. We might ask the acting chairman of the committee about that.

Mr. McKELLAR. We might take it to conference.

Mr. HAYDEN. The committee did not want to allow a great number of new camps to be built.

Mr. LA FOLLETTE. Would the Senator be willing to take such an amendment to conference?

Mr. McKELLAR. Would that imply that new camps could be built?

Mr. LA FOLLETTE. No; as I understand, if the word "relocation," were inserted after the comma in line 3, after the word "alteration," that would confine it; but if that is not so, it could be corrected in conference.

Mr. McKELLAR. If it could be confined to the relocation of existing camps, that would be all right; but the committee was opposed to the building of new camps.

Mr. LA FOLLETTE. It has been brought to my attention that under existing decisions they are not even using old Conservation Corps camps, which may go to rack and ruin because they are not used any more, and the facilities are not moved to places where they can be used. If the Senator would be willing to take the amendment to conference, it would throw the matter open to further consideration.

Mr. McKELLAR. We will take it to conference.

The PRESIDING OFFICER. The amendment offered by the Senator from Wisconsin will be stated.

The CHIEF CLERK. On page 6, line 3, in the committee amendment, after the word "alteration", it is proposed to insert "relocation."

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Wisconsin to the committee amendment on page 6, line 3.

The amendment to the amendment was agreed to.

The amendment as amended was agreed to.

The PRESIDING OFFICER. The next amendment reported by the committee will be stated.

The next amendment was, on page 6, after line 5, to strike out:

(b) The Administrator may allocate to any State, in the manner provided in section 2, from the amount made available by this section, such funds for labor supply centers and other necessary services and facilities and for the feeding of workers in such centers, as in his judgment may be more advantageously applied by such State for the Federal Government than by direct expenditure by the War Food Administration. He is also authorized, in connection with the purposes of this subsection, to loan to any State any labor supply center and the facilities and equipment thereof, owned by the United States, under such terms and conditions as he may specify.

The amendment was agreed to.

The next amendment was, on page 6, line 18, before the word "Not", to strike out "(c)" and insert "(b)"; in the same line, after the word "than", to strike out "\$200,000" and insert "2 percent"; and in line 21, after the word "available", to strike out "for obligation during the calendar year 1944."

The amendment was agreed to.

The next amendment was, on page 7, line 9, before the word "For", to strike out "(d)" and insert "(c)"; in the same line, after the word "this", to strike out "act" and insert "title"; and in line 17, after the word "this", to strike out "joint resolution" and insert "title."

The amendment was agreed to.

The next amendment was, under the subhead "Limitations," on page 8, line 5, after the word "funds", to strike out "herein", and in line 6, before the words "shall be", to insert "in this title."

The amendment was agreed to.

The next amendment was, on page 8, line 14, after the word "funds", to strike out "herein", and in the same line, after the word "appropriated", to insert "in this title."

The amendment was agreed to.

The next amendment was, on page 9, after line 5, to insert:

(c) No part of the funds appropriated in this title shall be used for the establishment or maintenance of regional offices.

Mr. LA FOLLETTE. Mr. President, I should like to ask the acting chairman or the chairman of the subcommittee what the testimony was with regard to regional offices.

Mr. McKELLAR. Mr. President, the testimony was that, without any authority stated in the present law, the practice of setting up regional offices was followed, and that seven such offices were established. The regional offices were established in various parts of the country. For example, in California a regional office was established in San Francisco, 500 miles away from Los Angeles. At one time 37,500 of the foreign laborers were engaged at work in the Los Angeles district. The regional office was of no particular value. It is very expensive to have seven regional offices maintained all the time. Their employees work by the year, and are paid by the year. There is an average of more than 100 employees at each office, employed all the time. The purpose of the joint reso-

lution is largely to furnish seasonal workers in gathering crops, as the Senator knows. The manager, Colonel Bruton, who is apparently a very level-headed man, stated that some of the regional offices should be abolished. He said he thought two of them, beyond any doubt, should be abolished.

Upon reflection, the committee concluded that all of them should be abolished, and that arrangements should be made by which representatives could be employed in the larger districts where it was necessary to have the work done. For example, in the case of the 37,500 foreign workers an additional office must be maintained at Los Angeles anyway. It is now maintained there, and it ought to be there, because of the fact that of a total number of about 70,000 workers, 57,000 were employed in that one district alone.

Mr. LA FOLLETTE. It seems to me that under the terms of the committee amendment no regional offices could be maintained.

Mr. McKELLAR. The term "regional office" has a technical meaning. As the Senator knows, the practice of establishing regional offices has grown up. Every governmental agency whose activities cover the entire country or a large part of it immediately establishes regional offices. No soldiers were used in the State of Georgia, and yet a regional office was established at Atlanta. A very large number of foreign workers were assigned to Florida, but there was no office in Florida. It was necessary to go several hundred miles to a regional office, and to Washington, if there was any difference to be settled.

Mr. LA FOLLETTE. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. LA FOLLETTE. As I understand, the joint resolution applies not only to soldiers, but to all workers, either foreign or domestic, who are transported—

Mr. McKELLAR. From one State to another.

Mr. LA FOLLETTE. All workers who are transported to areas where there is a shortage of labor. As I understand, from the investigations of a committee on this subject, the charts of migration, even before we began any recruiting and transportation, show that the migratory worker starts in the South early in the winter and moves north on both coasts, and even in the central States. Such workers move north as the seasons change. It seems to me that it would be very difficult to administer this program without some administrative system. The program is almost a year-around affair, because of the changes in season, and because the United States is a slice of a continent, and has such wide variations in climate. In order to coordinate this movement and give service to farmers in various localities at the time when it is needed, it seems to me it would be necessary to have some administrative organization.

Mr. HAYDEN. Mr. President, let me see if we can arrive at an understanding of this matter by way of definition.

Ordinarily a regional office is an office in which policies for a certain region are determined. Colonel Bruton testified before our committee that all policies are fixed in Washington. For example, in the migratory movement of laborers up the Atlantic coast, when their work in Maryland is completed and they are needed in New Jersey, the New Jersey authorities say how many they want, and the Maryland authorities say how many they can release. That is all handled in Washington. A similar situation prevails in connection with the movement from California to Oregon. The determination as to what numbers are needed, and where they shall be moved, is made in Washington. Therefore, it is not necessary to establish permanent offices in Atlanta, Ga., or Philadelphia, Pa., to handle questions of policy.

What the Senator has in mind, to which the committee had no objection, is this: There must be, of course, an operational field unit. If workers are being moved from Maryland to Pennsylvania and New Jersey, there must be an operational field unit to see that the equipment goes along with them, and to handle the movement in the field. That is a field operation, after the policy has been determined. It is not the desire of our committee to prevent anything like that being done, as the acting chairman has explained; but we do not want to have permanent regional offices established, where policies are determined, when such offices may be needed at one time and not at another.

Mr. LA FOLLETTE. Mr. President, as I understand the construction of this amendment, it would not prevent the establishment of whatever operational management offices are necessary in order to effectuate the work of this organization.

Mr. HAYDEN. That is correct.

Mr. McKELLAR. The Senator is exactly correct.

Mr. LA FOLLETTE. With that statement, I am satisfied.

Mr. LANGER. Mr. President, I should like to ask a question. I am not as familiar with this measure as I should be, because I have been engaged in the work of another committee. As I understand, this law was in effect last year.

Mr. HAYDEN. That is correct.

Mr. LANGER. Can the Senator tell me from what countries the foreign workers came?

Mr. HAYDEN. In the greatest numbers they came from Mexico. I cannot tell the Senator offhand exactly how many came from Mexico. It is in the record. The remaining two principal sources are Jamaica and the Bahama Islands. On the Atlantic coast the Jamaicans and Bahamians are used principally. In the Midwest and on the Pacific coast the agricultural laborers came principally from Mexico. There were also some Canadians imported.

Mr. LANGER. Are not the countries from which these laborers have come as interested in winning the war as is the United States?

Mr. HAYDEN. Yes.

Mr. LANGER. What is the logic in our Government, while our soldiers are

away fighting for the preservation of those countries importing laborers from those countries to do work in our country?

Mr. McKELLAR. The explanation is that we do not have the necessary number of workers to do the work. If the Senator will read the record he will find that the evidence on that point is overwhelming. During last year the use of foreign labor added enormously to the crop production of the country. The additional production of crops throughout the Nation amounted in value to many million dollars.

I may say to the Senator from North Dakota that in the fruit region adjacent to Los Angeles I understand there are now approximately 7,500 of such workers who are there under the extension of 1 month which we provided for last December in the operation of the law. Their work is very necessary.

A gentleman was in my office yesterday. I do not remember where he came from. Concerning beans he said that, as I recall, 50,000 tons of beans were saved by the help of these workers, and that without them the beans would have been destroyed on the ground or would have rotted in the fields, and would not have been usable as food for mankind.

The farmers who employ the laborers pay them good wages. Their labor is of very great benefit to the war effort in the matter of furnishing food. It is of very great benefit to the farmers of our country wherever the laborers are used. Last year this type of labor was employed in 36 or 37 States. I may say to the Senator that there has been almost universal approval of the work which has been done, and that provision has been made to return the laborers to their respective countries when they are no longer needed. They are not to remain in this country permanently.

Mr. LANGER. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. LANGER. Has there been any attempt made to bring Puerto Ricans to this country to do some of the work to which the Senator has referred?

Mr. McKELLAR. I do not know.

Mr. HAYDEN. Mr. President, I can answer the question of the Senator from North Dakota.

A proposal was made to import Puerto Ricans to do industrial labor, such as the maintenance of railroad tracks, and other work of that kind. Difficulty has been encountered in that respect. I will say frankly that one reason why the proposal is made to import aliens for laboring purposes is that we are certain they will return to their respective homes. That is the first thing which is made certain. The alien is fingerprinted, photographed, and thoroughly identified. He is then given a medical examination, and kept under Federal control all the time he is in the United States. A part of his wages is retained. In the case of Mexicans it is 10 percent, and in the case of those coming from the West Indies \$1 a day is deducted from the wages, sent home, and deposited in a bank to the credit of the individual. We are not in

any way interfering with the firmly established national immigration policy. We are strictly enforcing it. One reason why it costs as much as it does is that we keep tab on every individual as long as he is in the United States, and we make sure that he will return to his home when the emergency is over.

Mr. LANGER. Mr. President, I am not necessarily opposed to the joint resolution; I am merely trying to obtain some information with regard to it.

Mr. McKELLAR. If the Senator will examine the joint resolution, together with a copy of the hearings, I have not the slightest doubt that he will endorse it, because it is a very valuable measure.

Mr. VANDENBERG. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. VANDENBERG. I wish to supplement what the able Senator has said. Many of our farmers in Michigan who are producing various fruit crops, and particularly beet crops, would now be out of business without this migratory labor. It is absolutely indispensable.

Mr. McKELLAR. Without such labor, food would be lost.

Mr. VANDENBERG. Certainly.

Mr. WHITE. Mr. President, I wish to bear testimony similar to that offered by the Senator from Michigan [Mr. VANDENBERG]. In my State the movement into this country of Canadian labor to help us harvest our potato crop is indispensable at the present time. Last year in one county of my State we had a crop of approximately 70,000,000 bushels of potatoes. Without this help having been brought in from the outside, millions of bushels of potatoes would have been ruined.

We have a similar situation in respect to our woods operations. There is not available in the State or in the surrounding territory a sufficient number of woodsmen to carry on woods operations and all the industries dependent upon those operations. The pending measure would make it possible to furnish a source of labor supply which is absolutely necessary in the two occupations to which I have referred.

Mr. REVERCOMB. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. REVERCOMB. I merely wish to make an inquiry. As I understand, under the provisions of existing law, laborers are brought in from Central and South America and certain other areas.

Mr. McKELLAR. They are all brought from this hemisphere.

Mr. REVERCOMB. Are not some brought from the Bahamas?

Mr. McKELLAR. Yes.

Mr. REVERCOMB. Under the provisions of the law, they must be native-born. Is that statement correct?

Mr. McKELLAR. I do not know that there is any such requirement in the law, but they are brought only from countries in this hemisphere.

Mr. HAYDEN. They must be native-born when imported. In order to facilitate agricultural employment the law provides that they must be native-born residents of North America, South America, or Central America.

Mr. REVERCOMB. In other words, this country cannot be used as a clearing ground for immigration from other countries.

Mr. McKELLAR. Oh, no. Every precaution in the world has been taken in the joint resolution to guard against laborers being allowed to come into this country in the way referred to by the Senator. They must return to the countries whence they came.

Mr. REVERCOMB. I understand that, but they must be native-born residents of some country in this hemisphere before they are allowed to come into this country.

Mr. McKELLAR. That is correct.

Mr. BUSHFIELD. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. BUSHFIELD. Referring to the new subsection (c) which we have been discussing, I understood the Senator to say that seven regional offices are involved.

Mr. McKELLAR. That is correct.

Mr. BUSHFIELD. With about 10 employees in each office.

Mr. McKELLAR. The average is more than 100. One thousand three hundred and ninety-six persons are employed outside Washington to administer the law. Most of them are in the regional offices. I will give the Senator the exact number. I refer to the table on page 196 of the hearings where it will be seen that the number of employees at the first office is 101, at the next 153, at the next 62, at the next 78, at the next 78, at the next 72. In San Francisco there are 135 and in Portland, Oreg., there are 62. The total number employed at regional offices is 663.

Mr. BUSHFIELD. When it was decided to abolish regional offices, was it the belief of the committee that the several hundred employees—whatever the exact number may be—would be removed from the pay roll or shunted over into some other department?

Mr. McKELLAR. That would depend on those in control of the organization. I have no doubt that the employees will be moved largely to the places where the work is done. I use Los Angeles as an illustration because every Senator knows that it is the center of a large fruit industry. Instead of being used in San Francisco, the employees will no doubt be moved to Los Angeles.

Mr. BUSHFIELD. I understood the Senator to state that the reason for abolishing the regional offices was in the interest of economy and getting rid of administrative expenses. If those employees are to be simply shunted over into another job, with another name, what will be accomplished?

Mr. HAYDEN. If the Senator will yield to me I think I can explain the situation.

Mr. McKELLAR. I yield.

Mr. HAYDEN. The handling of aliens in the United States is an expensive operation because it is necessary to keep books on each individual alien. That is done in the first place to insure that he will leave the United States when his time is up. We identify him, we fingerprint him, we make that record

of him, and keep track of him all the time.

The second reason why it is necessary to keep books with him is, as I have heretofore stated, that a part of his pay is deducted and sent back to his home. In the agreement with the foreign country it is provided that he shall receive the prevailing rate of wages in the area where he is employed and, in order to insure that being done, it is necessary to know about the contract which is made with the farmer who employs him. That involves more bookkeeping. Somebody has to keep that record.

We want to be sure that he is deported after he is through with his work. We have to have the record in order to keep the bargain we made with his government that a part of his pay will be sent home. That has to be done anyway; but what we are trying to get away from is a policy-making office that did not perform these functions, which are required under the agreements with foreign governments.

Mr. BUSHFIELD. I thank the Senator for his explanation, but I want to ask one further question if the Senator from Tennessee will pardon me.

Mr. McKELLAR. Certainly.

Mr. BUSHFIELD. I know it is necessary and that it has to be done, but the major portion of the work of the regional offices, if I understand their operations correctly, is in dealing with our own people and moving them around, and not so much with the aliens. The aliens are a minority group as compared with all farm labor.

Mr. HAYDEN. The Senator is mistaken about that. The number of aliens brought in last year was between seventy and eighty thousand. We have need this year for twice that many—for 150,000 if we can get them. The actual supervised movement last year from one State to another was only about 20,000, according to the record. What the Senator has in mind is the movement within a State, and that was wholly transferred to the Extension Service in each State. It is not necessary at all to deal with the matter in the regional offices, except to the extent that there has sometimes to be moved from one State to another certain equipment which is needed. There the Federal end of it comes in, but, so far as the handling of intrastate labor is concerned, last year it was completely transferred to the Extension Service in the State, and it operated, I think, successfully, and it does not need extensive Federal supervision.

Mr. BUSHFIELD. What I wanted to know particularly was what is going to happen to the seven or eight hundred employees of the regional offices, and if we are going to save the amount represented by their salaries, or whether they are merely to be assigned elsewhere.

Mr. LANGER. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. LANGER. As I understand, we spend approximately \$300,000,000 for Puerto Rico to support the population there because it is claimed that the island is over-populated. I want to know

what attempt has been made to bring Puerto Ricans to this country to perform farm labor here?

Mr. McKELLAR. There has been no attempt to do that.

Mr. LANGER. In other words, we send them money to support them and then pay laborers from other countries to come here and work for us.

Mr. McKELLAR. We do in this particular instance; yes.

Mr. LANGER. Many Mexicans come to this country to work in the sugar fields of North Dakota, and they have done a good job. Before the war they paid their own expenses to our State, but since the war the Government, apparently, has been paying all the expenses of transportation and everything else.

Mr. McKELLAR. We pay the transportation and then those who employ the imported laborers pay them for their work. It is absolutely necessary. Last year a great many of these workers helped gather the crops in North Dakota, and I am very glad they did because North Dakota aided in the production of food that is so necessary in the war effort at this time. It is somewhat expensive, it is true, but it is absolutely necessary.

Mr. LANGER. Do not any of the foreign countries contribute anything toward the support and the transportation of these workers?

Mr. McKELLAR. No, sir; the Government puts up the money to bring them to the ports of entry and then those who employ them pay them for their work.

Mr. BROOKS. Mr. President, will the Senator yield?

Mr. McKELLAR. I yield.

Mr. BROOKS. I should like to record at this time that in the committee I voted against turning all this program over to the War Food Administrator, instead of putting it into the hands of the State extension services. I should like to have it recorded that last year 3,500,000 placements of farm workers were handled by the extension services, and they spent only \$5,700,000 out of the \$14,000,000 that was made available to them, and they returned the difference to the Treasury. The House joint resolution provided that when the foreign laborers were brought into the States they would be turned over to the extension services. I still think it would be a good thing to have the measure go to conference with that idea in mind. That will be the case, will it not?

Mr. McKELLAR. Oh, yes; the joint resolution will go to conference in that form.

Mr. LA FOLLETTE. Mr. President, I do not want the impression to be created that the Senate is not supporting the committee in that matter.

Mr. McKELLAR. Of course not.

Mr. LA FOLLETTE. It is one of vital importance. I completely disagree with the statement made by the junior Senator from Illinois. So far as the number of placements is concerned, it is obvious that because the extension service had the placements of those who were residents in the county or within the State it naturally made a great many more placements at much less expense, but the

foreign laborers represented the difference between success and failure of hundreds of millions of dollars worth of valuable food in this country. They had to be brought in from the outside; they had to be handled in an entirely different way. So I want the Record to show that I think the committee was a hundred percent right in the amendment which the Senate has now adopted.

Mr. McKELLAR. I thank the Senator. I had the same idea as the Senator from Illinois entertains when we first began consideration of the matter. I think the Farm Extension Service has done a wonderful work in this country. I think it is one of the best organizations in the Federal service. I have the greatest respect and admiration for it. I think it is doing now a great work. But when the joint resolution came before the Senate committee, Mr. Jones, the War Food Administrator, appeared and testified that his organization did not want it to take the course suggested by the Senator from Illinois. They preferred that it should follow the successful course that was taken last year.

Then, came Mr. M. L. Wilson, head of the Farm Extension Service, and he testified that they did not want to handle the matter. Somehow or other, I do not like to put on a public officer additional duties, particularly such important duties as these, when he himself says that he does not want it. Others said the same thing, and the heads of the land-grant colleges came and testified the same way.

Mr. LA FOLLETTE. Including Dean Martin.

Mr. McKELLAR. Yes, Dean Martin, as the Senator suggests. So, although I had the idea that it might be done more economically and probably just as well or better by the Farm Extension Service, I came to the conclusion that, in view of its success last year along the line that was then adopted, and as we did not intend to make it a permanent organization but only one to operate during the war period, undoubtedly we had better stick to the law as it was last year. The principal reason was that the Extension Service did not want to take it, and the other reason was the success of the undertaking last year.

Mr. LA FOLLETTE. Mr. President, will the Senator yield to me at that point?

Mr. McKELLAR. I yield.

Mr. LA FOLLETTE. If the Senator will permit, I do not wish to take the time to read Dean Martin's statement on behalf of the Land Grant College Association, but it is clear from his statement, which appears at page 142 and following of the Record.

Mr. McKELLAR. I hope the Senator will put it in the Record.

Mr. LA FOLLETTE. That the Extension Service and the land-grant colleges feel that they are primarily engaged in the field of education, and they do not want this temporary wartime operating job dumped in their laps. I may not use language which the dean would approve, but that is the substance of their statement. I ask that the statement be in-

corporated in the RECORD at this point as a part of my remarks.

The PRESIDING OFFICER. Is there objection?

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

STATEMENT BY DEAN WILLIAM H. MARTIN, OF THE COLLEGE OF AGRICULTURE, RUTGERS UNIVERSITY, REPRESENTING THE EXECUTIVE COMMITTEE OF THE ASSOCIATION OF LAND GRANT COLLEGES AND UNIVERSITIES

FUNCTION OF EXTENSION SERVICE

The Cooperative Extension Service is a joint activity of the State land-grant colleges and the United States Department of Agriculture. Its purpose, as set forth by the Congress in the basic Smith-Lever Act, is "to aid in diffusing among the people of the United States useful and practical information on subjects relating to agriculture and home economics, and to encourage the application of same." Congress specified further that its work "shall consist of the giving of instruction and practical demonstrations * * * and imparting * * * information. * * *

Thus the Extension Service from the outset has been construed to be an educational agency, an organic arm of the cooperative educational program originally established with the passage of the Land Grant Act, and now specifically defined to include the fields of resident teaching, research, and extension teaching. The Extension Service personnel is qualified, by training and experience, to work most efficiently in this field. In the judgment of the Land Grant College Association, the best long-time interests of the people will be served by continuing the permanent program of the land-grant colleges within the sphere of activities that may be regarded as purely educational in nature.

COOPERATION OF EXTENSION SERVICE IN WAR EFFORT

Under war conditions, however, it is recognized that the total mobilization of our national resources may require that many individuals and agencies pursue activities lying outside their traditional fields. The land-grant colleges have accepted, and will continue to accept, such extraordinary responsibilities in the field of agriculture as the Congress may feel they are best qualified to bear. It is assumed, of course, that such emergency assignments of responsibilities will carry with them the means with which to fulfill them.

This is a general statement of policy designed to promote the most effective utilization of the facilities of the land-grant colleges in furtherance of the war effort. It is felt that the specific application of this policy to the farm-labor program should be developed by the Congress.

ATTITUDE OF EXECUTIVE COMMITTEE TOWARD TRANSFERRING TO EXTENSION SERVICE HANDLING OF FOREIGN AND INTERSTATE LABOR

The executive committee doubts, however, if the Extension Service is so organized or equipped as to operate effectively in the field of interstate or international movement of farm labor. It also looks with much concern on too close involvement of the county extension agents in matters having to do with agricultural deferments by the selective-service boards. The Extension Service must work amicably with all farmers.

Obviously, the Extension Service is ready and willing to furnish Congress with all available information concerning the requirements for farm labor which must be met to enable farmers to continue maximum production of the agricultural products so necessary to the war effort.

Mr. BROOKS. Mr. President, will the Senator from Tennessee yield?

Mr. McKELLAR. I yield.

Mr. BROOKS. I do not intend to put anything in the RECORD, but I do want the RECORD to show that this is not all one-sided. There were three heads of various State extension services who testified to the absolute essentiality and indispensability of this foreign labor to their successful crop harvesting.

Mr. McKELLAR. That is correct.

Mr. BROOKS. Everyone admits that it is necessary. The question of who handles it is an entirely different problem. The heads of the extension service in Tennessee, in Minnesota, and in Maryland came and testified that there was a duplication of effort, that the farmers in their communities were acquainted with them, that they are in the area the year round, and that the farmers brought all their problems to them, and brought this labor problem to them also. I merely want the RECORD to show that I think the best way to handle the matter is through the Extension Service, and I hope that out of the conference the bill may come back with that provided for.

Mr. McKELLAR. The Senator from Illinois is correct in all he says about the testimony and about his position, which to me has a great deal of merit. The only reason why I approved the amendment is the reason I have given.

Mr. OVERTON. Mr. President, the observation should be made for the RECORD, in connection with the question of foreign labor, that the foreign governments would, I think, much prefer to have an agency directly representing the Central Government rather than several agencies which may be said to be partially Federal, but are mostly State organizations, represented by 48 different agricultural extension agencies throughout the United States.

There will be found in the record of the Senate committee hearings, at page 132, a letter written by our representative in Mexico to the Secretary of State in Washington, showing, in substance, that the Mexican Government views with alarm an undertaking, on the part of the House through the pending bill, to take the authority out of the hands of the Federal Government, and place it in the hands of the State governments.

The PRESIDING OFFICER. The question is on agreeing to the amendment on page 9, line 6.

The amendment was agreed to.

The next amendment was, under the subhead "Miscellaneous provisions," on page 9, line 10, after the word "this," to strike out "act" and insert "title."

The amendment was agreed to.

The next amendment was, on page 9, line 15, after the word "this," to strike out "act" and insert "title."

The amendment was agreed to.

The next amendment was, on page 9, line 18, after the word "this," to strike out "act" and insert "title."

The amendment was agreed to.

The next amendment was, on page 10, line 9, after the word "receipts," to strike out the colon and the following proviso:

"Provided, That all receipts derived from the furnishing of subsistence to workers shall be credited to the appropriation in section 1 and be available for expenditure by the Administrator for the replenishment of subsistence supplies and for expenses incident to the furnishing of such subsistence."

Mr. LA FOLLETTE. Mr. President, I should like to ask the Senator from Arizona how much was derived from subsistence last year, and to what extent this amendment would curtail the operations.

Mr. HAYDEN. It would not affect it at all. The amendment would merely do away with the revolving fund. We were told in the hearings, if my recollection is correct, that about \$12,000,000 was collected from imported labor for meals furnished them. They have to pay for their meals. Under the procedure followed, the \$12,000,000 was deposited in the Treasury. The House language, as we interpret it, would make it a revolving fund which could be used over and over again.

Mr. LA FOLLETTE. What I rose to ask was whether the effect of the amendment would be actually to reduce the amount of money available for this work for this year. If it amounts to \$12,000,000, which they were able to collect as they went along with the program last year, and then used for further expenditures, it would seem to me—although here again I plead that I am not sufficiently familiar with the matter, for the reasons I have already stated, to speak with authority—that the net effect would be to curtail the operating funds, assuming a program of equal magnitude with that of last year, to the extent of about \$12,000,000. Yet I understood the Senator from Tennessee to say that we need twice as many laborers this year as we had last year.

Mr. HAYDEN. The Senator from Tennessee will explain how it is handled in another way.

Mr. McKELLAR. Last year, while we appropriated money for this purpose, none of it was used. The provision was found ineffective, as it was managed. So there is set up this year a different method, which enlarges and increases the work and takes care of it.

Mr. LA FOLLETTE. So, as a matter of fact, the amendment will not result in curtailing the amount of money available for this year's operations, because the funds are put into the general fund, instead of being used as a revolving fund?

Mr. McKELLAR. The Senator is correct.

The PRESIDING OFFICER. The question is on agreeing to the amendment on page 10, line 9.

The amendment was agreed to.

The PRESIDING OFFICER. The Clerk will state the next amendment of the committee.

The next amendment was, on page 10, line 18, after the word "this," to strike out "act" and insert "title."

The amendment was agreed to.

The next amendment was, on page 13, line 6, after the word "this," to strike

out "act" and insert "title", and in line 7, after the word "this", to strike out "act" and insert "title."

The amendment was agreed to.

The next amendment was, on page 13, line 11, after the word "perishable", to strike out "or seasonal fruits and vegetables" and insert "agricultural products."

The amendment was agreed to.

The next amendment was, on page 13, after line 12, to strike out:

(1) Notwithstanding any provisions to the contrary in the act approved July 12, 1943 (Public Law 132), funds available to the War Manpower Commission for the current migration of Mexican or Canadian nationals under the auspices of the War Manpower Commission for industrial and railroad purposes essential to the war effort, may continue to be expended during the fiscal year 1944.

The amendment was agreed to.

The next amendment was, on page 13, line 20, before the word "This", to strike out "(j)" and insert "(i)"; in the same line, before the word "shall", to strike out "act" and insert "title"; and in line 23, after the word "this", to strike out "act" and insert "title."

The amendment was agreed to.

The next amendment was, on page 13, after line 23, to insert:

(j) If the Administrator finds that there is inadequate farm labor in any area, the Administrator and the agricultural extension service of the land-grant colleges in the respective States are hereby authorized for the purposes of this title, to negotiate directly with the War Department for the utilization of prisoners of war and the emergency use of soldiers of the United States for the production and harvesting of agricultural commodities within the several States upon such terms and conditions as may be mutually agreed upon, subject, in the case of prisoners of war, to the terms of any treaties or international agreements to which the United States of America is signatory and which are now in effect.

Mr. LA FOLLETTE. Mr. President, I should like to obtain information about the reasons for this amendment. As it strikes me at first reading, the amendment would have the effect of treating war prisoners, as a part of the seasonal labor force, differently from the treatment accorded those who are brought in from abroad, and that it would cut off any activity heretofore undertaken by the Administrator and the War Manpower Commission. Am I correct or wrong about that?

Mr. HAYDEN. Essentially, of course, there is a difference between a prisoner of war and a free alien who comes into the country.

Mr. LA FOLLETTE. Certainly; but so far as the total labor supply is concerned, it would seem to me they should all be considered as available, and we should not have more concentration of war prisoners in one place when there is a greater demand for them somewhere else.

Mr. HAYDEN. The complaint made to the committee by the American Farm Bureau Federation was that in a number of instances, where there were available within a State or an area prisoners of war who could do agricultural work, it took so long a time to unwind the red

tape and get them that the crops were lost. Instead of having them go around through the War Manpower Commission, and every other agency which has been interested in the matter heretofore, the amendment would provide that if the Administrator felt that there was an inadequate farm-labor supply in any area, then he, or the land-grant college, could go directly to the Army and get the matter fixed up. It would simply cut red tape. That is all it is designed to do.

Mr. LA FOLLETTE. I hope the Senator will make further study of this matter. It struck me that, instead of having the number of war prisoners available considered with the total labor supply, and allocated and sent to places in relation to the total demand, the net effect of the amendment would be that the war prisoners would be segregated and made available directly to the local communities without the consideration of the over-all problem.

For example, there may be a shortage of labor in one State and there may be a greater shortage of labor in another. It would seem to me that in meeting that problem the war prisoners should be sent where there is the greatest need, rather than segregated and utilized as a separate labor force.

Mr. HAYDEN. If the Senator will permit, that is exactly what we directed the Administrator to do. The amendment provides, "If the Administrator finds that there is inadequate farm labor in any area," and so forth. He finds it in relation to all other areas, which is his business, he being the head of the national organization, and the War Food Administrator. If he finds that there is a shortage in any area, he can go directly to the War Department and say, "You have in this area certain prisoners of war, and we would like to use them." I cannot see any objection to it.

Mr. McKELLAR. Mr. President, let me call attention to the testimony of Mr. O'Neal, head of the Farm Bureau Federation, which appears on page 66 of the committee hearings:

Experience has already demonstrated the need for definite authority to enable the Federal Office of Extension and the State extension offices to negotiate directly with the War Department for the utilization of prisoners of war, and also for the emergency use of soldiers in the production and harvesting of agricultural commodities. At the present time it is necessary to go through a maze of red tape, restrictions, and delays imposed by the War Manpower Commission and the United States Employment Service. While all this procedure is going on, needed food supplies may be lost. Serious losses have already occurred in some areas.

That is the reason for this provision, and it seems to me to be admirably stated.

Mr. LA FOLLETTE. Mr. President, I am still not convinced, but the matter will go to conference. What I am concerned about is that there shall not be any separate use of the war prisoners in an area simply because there is a shortage there, as against the perhaps more important and urgent need for them somewhere else. It seems to me that this provision for direct negotiation with the War Department separates them and

gives them different treatment than is accorded those who are brought in from other countries or are transported in interstate commerce.

Mr. McKELLAR. That may be, but it results in considerable saving of food crops.

Mr. LA FOLLETTE. I hope the Senator will consider this angle of the situation, because it seems to me it would be very unfortunate if what I am apprehensive about should occur.

Mr. McKELLAR. I have no doubt it will be thoroughly gone over in conference.

Mr. OVERTON. Mr. President, it was my experience, in trying to have my own State of Louisiana avail itself of war prison labor last season, especially in the case of the rice crop and the sugarcane crop, that there was considerable delay, and I think if we can have direct negotiation and obtain quicker action it will probably be much better. I am not criticizing anyone. We did receive war prison labor eventually in the sugarcane fields, which practically saved the crop. I think it has been estimated that as much as 50 percent of that crop would have been lost had we not obtained the prison labor. It was of great help in the rice crop also, as well as the cotton crop. I mention the cane and the rice crops because they are both so very essential to the prosecution of the war. But we ought to avoid as much as possible red tape and delays in obtaining the prison labor.

The PRESIDING OFFICER. The question is on agreeing to the committee amendment on page 13, beginning in line 24.

The amendment was agreed to.

The PRESIDING OFFICER. The clerk will state the next committee amendment.

The next amendment was, on page 14, line 12, after the word "This", to strike out "act" and insert "title."

The amendment was agreed to.

The next amendment was, on page 14, after line 13, to insert:

TITLE II—EXECUTIVE OFFICE OF THE PRESIDENT—OFFICE FOR EMERGENCY MANAGEMENT
WAR MANPOWER COMMISSION

Migration of workers: To enable the War Manpower Commission to provide, in accordance with regulations prescribed by the Chairman of said Commission, for the temporary migration of workers from foreign countries within the Western Hemisphere (pursuant to agreements between the United States and such foreign countries) for employment in the continental United States with industries and services essential to the preservation, marketing, or distribution of agricultural products, including the transportation of such workers from points outside the United States to ports of entry of the United States and return (including transportation from place of employment in the United States to port of entry of the United States in any case of default by an employer to provide such transportation to a worker, in which event the employer shall be liable to the United States for the cost thereof), cost of temporary maintenance of workers in reception centers in foreign countries and in the United States, when necessary, reasonable subsistence and emergency medical care of such workers from the time of reporting for transportation to the United States or return to the country of origin

until arrival at the destination, necessary assistance to meet emergency health and welfare problems while in the United States, when such assistance is not otherwise available to such persons, and guaranties of employment while in the United States to the extent agreed upon with the foreign country from which the worker is imported, fiscal year 1944, \$1,359,200, of which not to exceed \$97,200 shall be available for all administrative expenses necessary for the foregoing, including not to exceed \$10,000 for temporary employment of administrative personnel outside continental United States, not to exceed \$1,000 for printing and binding outside continental United States without regard to section 3709 of the Revised Statutes and section 11 of the act of March 1, 1919 (44 U. S. C. 111), and not to exceed \$20,000 for travel expenses: *Provided*, That no transportation of workers shall be allowed hereunder unless the employer and the worker have entered into a contract for employment approved by said Chairman or his designee, and unless said Chairman certifies that reasonably adequate use is being made of local labor supply: *Provided further*, That this appropriation shall remain available after June 30, 1944, for the purpose of fulfilling guaranties and other obligations theretofore incurred with respect to such foreign workers and for all other purposes connected with the protection and ultimate return of any workers theretofore transported: *Provided further*, That no part of this appropriation shall be available for the recruitment or transportation of workers for employment in agriculture: *Provided further*, That the general provisions under the caption "Executive Office of the President—Office for Emergency Management," contained in the National War Agencies Appropriation Act, 1944, and applicable to the constituent agencies of the Office for Emergency Management contained therein shall be applicable to the appropriations to the War Manpower Commission contained in this paragraph.

Mr. HAYDEN. Mr. President, I should like to make an explanation of the amendment. There is a very serious shortage of labor in the woods to cut trees to make wood pulp and to cut timber to make containers for fruits and vegetables. In my own State, in the Salt River Valley, we lost 500 carloads of winter lettuce because the box shook could not be obtained to put the lettuce in boxes and fit them for shipment. Under those circumstances, knowing that to be a fact, and knowing how short paper is for newspapers—I had it all confirmed by a letter from one of the leading agricultural journals of the Pacific coast, which stated that if foreign labor could be obtained that was familiar with working in the woods, it would be a great help. They thought that they knew where such labor was, and on inquiry I found that the place they had in mind was British Honduras.

In British Honduras they have had a large mahogany industry for a long time, and many men skilled in cutting mahogany trees, but the demand for mahogany wood during the war is almost nil. So the British Government took 600 of these British Honduran woodsmen to Scotland, and they have been employed there cutting down a pine forest which grew up since the last war. That operation is about complete and they will soon be on their way back.

A number of other of these woodsmen went from British Honduras to the Panama Canal, and helped to clear the right-of-way for the third set of locks,

and that operation is about completed.

So it is known that in that particular area at least 1,500 skilled men could be obtained to go into the woods. The same is true of the tropical forests of Mexico and Central America and other countries.

I took the matter up with the War Manpower Commission and asked, "What is necessary to be done to find this labor?" and this text was submitted, in the form of an amendment, which has been adopted by the committee. The committee has confined it, Senators will observe, to enable the War Manpower Commission to provide for the admission by agreement with foreign governments of their nationals into this country to be employed in the continental United States with industries and services essential to the preservation, marketing, or distribution of agricultural products.

Timber, according to a Federal statute, is an agricultural product. It will be very helpful indeed if this work can be carried on. The difference between the procedure and that with respect to the importation of agricultural labor is that our Government will pay the expenses from the country of origin to a port of entry in the United States. From there the rail transportation must be paid by the employer in the United States. That is what is now being done under the allotment from the President's fund with respect to railroad workers.

There are now about 12,000 Mexicans in the United States employed as track workers, largely by the Southern Pacific and the Santa Fe railroads. They sent down to Mexico their own locomotives and cars because of the lack of equipment, and they have paid all the rail transportation there and back. But it is done under the same basic agreement with which agricultural labor is imported, that is, that they will return when their work is over, they will receive the prevailing rate of wage, and a deduction is made from their wages as in the case of agricultural labor. But the burden of the employer is greater than it is in the case of agricultural labor.

Mr. President, I thought this explanation was due the Senate before the amendment was adopted.

The PRESIDING OFFICER. The question is on agreeing to the committee amendment beginning in line 14, on page 14.

The amendment was agreed to.

Mr. McKELLAR. Mr. President, I send an amendment to the desk, which I ask to have stated.

The PRESIDING OFFICER. The amendment will be stated.

The CHIEF CLERK. On page 14, after line 11, it is proposed to insert the following new paragraph:

(k) The appropriations and authority with respect to appropriations contained in this title shall be available from and including February 1, 1944, for the purposes respectively provided in such appropriations and authority. All obligations incurred during the period between January 31, 1944, and the date of the enactment of this act in anticipation of such appropriations and authority are hereby ratified and confirmed if in accordance with the terms thereof.

Mr. LA FOLLETTE. Mr. President, I very much regret that I shall have to leave the Chamber. The conferees on the tax bill are meeting at 1:30 and there is one very important amendment coming up there in which I am interested. I had intended to raise some other questions in connection with the joint resolution, but I am unable to do so.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Tennessee.

The amendment was agreed to.

Mr. McKELLAR. Mr. President, that completes the amendments.

The PRESIDING OFFICER. The joint resolution is open to further amendment. If there be no further amendment, the question is on the engrossment of the amendments and the third reading of the joint resolution.

The amendments were ordered to be engrossed, and the joint resolution be read a third time.

The joint resolution (H. J. Res. 208) was read the third time and passed.

Mr. McKELLAR. Mr. President, I ask unanimous consent that the clerks may be granted authority to make necessary changes in section numbers.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. McKELLAR. I move that the Senate insist upon its amendments, request a conference with the House thereon, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer appointed Mr. McKELLAR, Mr. GLASS, Mr. HAYDEN, Mr. TYDINGS, Mr. RUSSELL, Mr. NYE, Mr. LODGE, and Mr. HOLMAN conferees on the part of the Senate.

JAPANESE BARBARISM AND ATROCITY

Mr. HATCH. Mr. President, last night at a late hour I was called over the telephone by one of the press agencies. The representative of the agency read to me a news release issued by the War Department and Navy Department in a joint statement which appears in this morning's newspapers.

Mr. RUSSELL. Mr. President, will the Senator yield to me so that I may suggest the absence of a quorum?

Mr. HATCH. I yield.

Mr. RUSSELL. I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The Chief Clerk called the roll, and the following Senators answered to their names:

Alken	Clark, Mo.	Lodge
Andrews	Connally	McClellan
Austin	Danaher	McFarland
Bailey	Davis	McKellar
Ball	Downey	Maloney
Bankhead	Eastland	Maybank
Barkley	George	Mead
Bilbo	Gerry	Millikin
Bone	Gillette	Moore
Brewster	Green	Murdock
Bridges	Guffey	O'Daniel
Brooks	Gurney	Overton
Buck	Hatch	Pepper
Burton	Hawkes	Radcliffe
Bushfield	Hayden	Revercomb
Butler	Hill	Reynolds
Byrd	Johnson, Colo.	Robertson
Capper	Kilgore	Russell
Caraway	La Follette	Shipstead
Clark, Idaho	Langer	Smith

zens shall bear to the whole number of male citizens 21 years of age in such State.

These are the sections that I intend to have in the RECORD as a part of my statement.

Mr. CURTIS. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield to the gentleman from Nebraska.

Mr. CURTIS. May I call the gentleman's attention to a further sentence in section 1 of article II. The gentleman has read that portion which provides for the selection of electors in the manner prescribed by the legislatures of the several States. Following that there is one other sentence I should like to mention. It is this:

The Congress may determine the time of choosing the electors, and the day on which they shall give their votes; which day shall be the same throughout the United States.

A similar section with respect to the Members of Congress grants to us authority to legislate with respect to the manner of holding elections, but in the case of a President we are given that authority. The authority does not go as to the manner of holding an election, but merely as to the time of choosing electors.

Mr. TABER. I think that is correct.

Mr. McCORMACK. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield to the gentleman from Massachusetts.

Mr. McCORMACK. Would the gentleman state how he voted on the Ramsey bill that passed a few years ago? That is the bill waiving the payment of a poll tax as a condition precedent to the voting of the men in the service, and also waiving registration.

Mr. TABER. I cannot recall how I voted without having the bill in front of me. Is the gentleman familiar with that?

Mr. McCORMACK. If I did know how my friend voted I would not state it. I thought he might know. However, assuming the argument of my friend is correct, would it not apply equally against that bill, because Congress by that bill waived the necessity of paying a poll tax.

Mr. TABER. If the gentleman will listen a little longer he will see that I am making no argument. I am simply stating facts, and calling attention to certain things that I desire to have in the RECORD for the benefit of the Members when they come to meet this situation. I am not stating a definite position upon anything. I have stated that I felt that for the purpose of considering this legislation which is coming up, as I understand, on Tuesday—if I am not correct on that I should like to be corrected.

Mr. McCORMACK. The gentleman is correct.

Mr. TABER. I felt that these things should be brought to the attention of the Members that they may understand some of the problems we are up against in meeting this legislation.

Mr. McCORMACK. The gentleman knows I have great respect and friendship for him. In view of the gentleman's

statement, with his permission I will withdraw the questions I asked.

Mr. TABER. Frankly, I have not taken any definite position as to any specific language or anything of that kind and I do not intend to do so here today. I do intend to call attention, if I have the opportunity, to several things that I feel should be considered and should be met, so that when we give the soldiers the vote that vote can be counted, and its counting can be enforced just as far as it is possible to do so. That is my object in rising here today. I hope the problem is approached by every Member of the House not with the idea of involving the thing in a lot of preconceived prejudices or with the desire to follow someone, but with the desire to pass a bill which will hold water and give these boys the vote. That is the only thought I have in mind at this time.

Mr. McCORMACK. I think no finer thought could be entertained by any Member or no finer expression could be made than what the gentleman has just stated.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mr. WOODRUM of Virginia. Mr. Chairman, I yield 5 additional minutes to the gentleman from New York.

Mr. TABER. I would hope that this problem would be approached on Tuesday not with the idea of putting the bill through just because it is somebody's bill or because somebody is back of it, but so that our soldier boys may have the right to vote and vote their own convictions, without the least bit of pressure or anything of that kind upon them; and I would hope that everyone here, regardless of the middle aisle, would take that same position.

Mr. RANKIN. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield to the gentleman from Mississippi.

Mr. RANKIN. Whether or not the gentleman voted for the bill that was passed a couple of years ago, the mere fact that a man made a mistake and voted for an unconstitutional bill at one time is no reason why he should continue to do the same thing, especially on a bill like this that involves the very existence of States' rights. There is an old saying that while the lamp holds out to burn the vilest sinner may return. We are ready to welcome the gentleman from Massachusetts back into the constitutional fold when we get through winning this battle for States' rights.

Mr. TABER. I do not want to get involved in any discussion along the line of States' rights or anything else. What I want to get to as we approach the problem is this: It is apparent from the sections of the Constitution I have read that the Congress in itself has nothing to do with the qualifications or the counting of the ballots for electors for President. The Congress might have certain jurisdiction, if you so construe the language of these sections, with reference to the voting and to certain qualifications with regard to the office of Senator or of Representative in Congress.

Under those circumstances, it looks to me as if it were incumbent upon the Congress to see to it just as far as is possible for us to do that these boys have the right to vote for President. I want to see this thing put up to them, and put up so that it will do some good.

Mr. WRIGHT. Mr. Chairman, will the gentleman yield?

Mr. TABER. Yes.

Mr. WRIGHT. Mr. Chairman, like the majority leader, the gentleman from Massachusetts [Mr. McCORMACK], I, too, have great respect for the sincerity of the gentleman from New York, but I think that he will admit that in all questions that confront us there are different ideas as to the constitutional interpretations. The gentleman from Virginia [Mr. FLANNAGAN] to my mind made a fine exposition of the constitutional questions involved, and he relied upon the war powers of the Congress, and points out, justly so, I think, that where they do obtain, they transcend all other provisions of the Constitution, and even transcend State laws and also Federal laws and State constitutions, and he drew an analogy of how in the last war the Congress passed a law reaching into the State courts and stopping actions at law against members of the armed forces, with the idea of protecting their civil rights, something which Congress could have no right to do except under the war powers; and then he argues, and I think rightly so, that if the Congress has a right to protect the civil rights of the armed forces, that political rights rise even higher, and that Congress has a right to control them, and by getting an effective ballot to the soldiers, would not that be a tremendous factor in morale for fighting the war?

Mr. TABER. That is why I want to see an effective ballot sent to them, not one that will not be counted when it gets back home. Perhaps that is not the way to approach the problem—

Mr. WRIGHT. Oh, I think it is, and I think the gentleman's approach is sincere. I am very much interested in what he says.

Mr. TABER. I hope when we get to this situation on Tuesday, that absolute sincerity with reference to the working out of something that will permit these boys to vote will be the thing that we will have in mind, and that we will not be like the country lawyer—be more insistent on our own verbiage than we are on getting somewhere.

Mr. GILCHRIST. Mr. Chairman, will the gentleman yield?

Mr. TABER. Yes.

Mr. GILCHRIST. I cannot find out what bill it is that we are going to have before us on Tuesday. I was just in the Clerk's office, and I got an armful of bills on this question. I was told that it would be Senate 1225. Is that the bill? What is the bill that we are going to consider on Tuesday?

Mr. MICHENER. Who is the author of the bill the gentleman has in mind?

Mr. GILCHRIST. They do not know in the Clerk's office.

Mr. CASE. I think the gentleman refers to the bill that is on the House Calendar.

Mr. MICHENER. The rule provides that the committee bill, the report of which was written by the gentleman from Mississippi [Mr. RANKIN] will be brought up for consideration. The minority bill, the so-called Worley bill, will be in order to be offered as a substitute. That is as far as the rule goes. It is a wide-open rule and any amendments that the House desires to offer may be offered.

Mr. CASE. A substitute would be in order?

Mr. MICHENER. Yes; always. It is my own view that the Senate bill probably will be over here and will be in order also as a substitute.

Mr. WOODRUM of Virginia. Mr. Chairman, we have no further requests for time for debate, and I ask that the Clerk read the first paragraph of the bill.

The Clerk read to the end of line 7 on page 1.

Mr. WOODRUM of Virginia. Mr. Chairman, I move that the Committee do now rise.

The motion was agreed to.

Accordingly the Committee rose; and, the Speaker pro tempore having resumed the chair, Mr. WHITTINGTON, Chairman of the Committee of the Whole House on the state of the Union, reported that that Committee had had under consideration the bill H. R. 4070, and had come to no resolution thereon.

MESSAGE FROM THE SENATE

A message from the Senate, by Mr. Frazier, its legislative clerk, announced that the Senate had passed, with amendments in which the concurrence of the House is requested, a joint resolution of the House of the following title:

H. J. Res. 208. Joint resolution making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944.

The message also announced that the Senate insists upon its amendments to the foregoing joint resolution, requests a conference with the House on the disagreeing votes of the two Houses thereon, and appoints Mr. McKELLAR, Mr. GLASS, Mr. HAYDEN, Mr. TYDINGS, Mr. RUSSELL, Mr. NYE, Mr. LODGE, and Mr. HOLMAN to be the conferees on the part of the Senate.

ORDER OF BUSINESS

Mr. MICHENER. Mr. Speaker, a parliamentary inquiry.

The SPEAKER pro tempore. The gentleman will state it.

Mr. MICHENER. I wonder if the Chair could tell us what the program is for next week?

The SPEAKER pro tempore. The bill now under consideration will continue on Monday. It is assumed that the bill will be concluded on Monday. If so, the soldiers' vote bill will be next in order on Tuesday. If this bill be not disposed of on Monday, then it will be disposed of on Tuesday, and the next business in order will be the soldiers' vote bill.

Mr. MICHENER. Then there being 4 hours of general debate on the soldiers' vote bill, probably we will not reach the

bill under the 5-minute rule until Wednesday.

The SPEAKER pro tempore. That would be the idea of the Chair; yes. The probability is that Tuesday will be occupied in general debate, and that on Wednesday the bill will be taken up under the 5-minute rule.

EXTENSION OF REMARKS

Mr. WOODRUM of Virginia. Mr. Speaker, I ask unanimous consent that the gentleman from Virginia [Mr. BLAND] be permitted to extend his remarks he made today by inserting a brief memorandum in respect to charges made by Representative ROBERT F. JONES in October 1943, regarding the War Shipping Administration.

The SPEAKER pro tempore. Is there objection?

There was no objection.

Mr. MICHENER. Mr. Speaker, I ask unanimous consent that the gentleman from Michigan [Mr. HOFFMAN] be permitted to revise and extend all the remarks he made today.

The SPEAKER pro tempore. Is there objection?

There was no objection.

Mr. TABER. Mr. Speaker, I ask unanimous consent that I be permitted to print as a part of my remarks section 2 of the fourteenth amendment to the Constitution.

The SPEAKER pro tempore. Is there objection?

There was no objection.

Mr. CASE. Mr. Speaker, I ask unanimous consent that the gentleman from Illinois [Mr. DIRKSEN] be permitted to revise and extend his remarks.

The SPEAKER pro tempore. Is there objection?

There was no objection.

Mr. CANNON of Missouri. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the resolution (H. J. Res. 208) making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944, with Senate amendments, disagree to the Senate amendments and ask for a conference.

The Clerk read the title of the House joint resolution.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Missouri? [After a pause.] The Chair hears none, and without objection appoints the following conferees: Mr. CANNON of Missouri, Mr. WOODRUM of Virginia, Mr. LUDLOW, Mr. SNYDER, Mr. O'NEAL, Mr. RABAUT, Mr. JOHNSON of Oklahoma, Mr. TABER, Mr. WIGGLESWORTH, Mr. LAMBERTSON, and Mr. POWERS.

EXTENSION OF REMARKS

Mr. HOFFMAN. Mr. Speaker, I ask unanimous consent to extend my remarks in the RECORD on two separate matters, and to include a newspaper editorial.

The SPEAKER pro tempore. Without objection, it is so ordered.

There was no objection.

[The matter referred to will appear hereafter in the Appendix.]

ROLL-CALL VOTE ON THE SOLDIER-VOTE BILL

The SPEAKER pro tempore. Under previous order of the House, the gentleman from New Mexico [Mr. ANDERSON] is recognized for 30 minutes.

Mr. ANDERSON of New Mexico. Mr. Speaker, I want to say a few things about the soldier-vote bills in order to try to get them in some permanent form in the RECORD. Some may ask, What can be the significance of a roll-call vote on a move for the previous question when the rule for the soldier vote is under consideration on Tuesday? Some can say, "We do not see how that has any possible significance. We do not understand how you can attribute to it any special importance."

I am reminded at this time of a newspaper story that goes back into my early newspaper experiences. A newspaper in the city of Denver, one that was sometimes greatly interested in getting publicity for itself, got a private tip that the price of milk was to be reduced in the city of Denver a half cent a quart 4 days later. On the following morning it lowered the masthead of the newspaper to print prominently a terrific blast against the milk industry of Denver and said, "We demand that the price of milk be reduced at least a half cent for the sake of the poor children, and if it is not, this paper will tear to shreds the present combination that has been able to preserve artificial prices."

The next day it came out with additional vigorous and violent editorials, and the following day with the same sort of thing. The next morning, of course, the decrease in the price of milk, which was already agreed upon, became effective. That newspaper praised itself to the skies. What ordinarily would have been worth half a stickful on the front page became worth columns of front-page editorial comment. When I reminded one of the men connected with that sheet that they had blown up the story a little bit he said to me, "News is what you make it."

I say to this House that a vote is what you make it and a roll call has the significance that you are able to place behind it and behind the reasons that motivate the Members of the House in asking for it. When Tuesday comes, after an hour's debate upon the rule, the previous question will be moved and in the ordinary fashion of this House the previous question would be ordered without a dissenting word.

But on Tuesday that is not going to be the situation. The chairman of the Committee on Election of President, Vice President and Representatives in Congress will stand and demand a ye-and-nay vote on the question and we are convinced that plenty of people will stand with him to see that there is a ye-and-nay vote. Why does he want a ye-and-nay vote on the previous question prior to the adoption of a rule? Is it only so that the matter can be brought before the House? No; because that is one of the certain ways in which you can get an absolute record vote on this important

78TH CONGRESS
2D SESSION

H. J. RES. 208

IN THE HOUSE OF REPRESENTATIVES

JANUARY 28, 1944

Ordered to be printed with the amendments of the Senate numbered

JOINT RESOLUTION

Making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944.

1 *Resolved by the Senate and House of Representatives*
2 *of the United States of America in Congress assembled,*
3 That there is hereby appropriated, out of any money in the
4 Treasury not otherwise appropriated, (1) *the following sums,*
5 *namely (2) the sum of \$27,000,000, which sum, together with*
6 *the amount appropriated in the Act of April 29, 1943 (Public*
7 *Law 45), shall be merged into one fund, to remain available*
8 *until December 31, 1944, and to be expended by the War*
9 *Food Administrator (hereinafter referred to as the "Admin-*
10 *istrator"), appointed pursuant to Executive Order Numbered*
11 *9334, dated April 19, 1943, for assisting in providing an*

1 adequate supply of workers for the production and harvesting
 2 of agricultural commodities essential to the prosecution of the
 3 war, as follows:

4 **(3)** *TITLE I—DEPARTMENT OF AGRICULTURE*

5 *WAR FOOD ADMINISTRATION*

6 *For assisting in providing an adequate supply of work-*
 7 *ers for the production and harvesting of agricultural com-*
 8 *modities essential to the prosecution of the war, \$35,000,000,*
 9 *which sum, together with the amount appropriated in the*
 10 *Act of April 29, 1943 (Public Law 45), shall be merged*
 11 *into one fund, to remain available until December 31, 1944,*
 12 *and to be expended by the War Food Administrator (here-*
 13 *inafter referred to as the "Administrator"), appointed pur-*
 14 *suant to Executive Order Numbered 9334, dated April 19,*
 15 *1943, as follows:*

16 *PAYMENTS TO STATES*

17 **SEC. 2.** (a) For the purpose of assisting in providing an
 18 adequate supply of workers for the production and harvesting
 19 of agricultural commodities within the several States, the
 20 Administrator shall apportion among the several States, on the
 21 basis of need, **(4)**~~not more than \$17,500,000~~ *not less than*
 22 *\$14,000,000 and not more than \$18,500,000* of the sum
 23 appropriated by section 1 (including apportionments hereto-
 24 fore made) and the sums so apportioned shall be available
 25 for payment to such States for expenditure by the agricultural

1 extension services of the land-grant colleges in such States
 2 in accordance with such agreements as may be entered
 3 into by the Administrator and such extension services and
 4 subject to the supervision of the Administrator. The pur-
 5 poses for which such funds may be expended by such exten-
 6 sion services shall include, among other things, (1) the
 7 recruiting ~~(5)(including recruitment within the State of re-~~
 8 ~~ruitment for employment elsewhere)~~, placement (including
 9 the placement of workers as tenants or sharecroppers), and
 10 training of such workers; (2) transportation ~~(6)(including~~
 11 ~~transportation from State to State and within the State of re-~~
 12 ~~ruitment for employment elsewhere)~~, supervision, subsis-
 13 tence, protection, health and medical and burial services, and
 14 shelter for such workers and their families and necessary per-
 15 sonal property; (3) lease, repair, alteration, and operation of
 16 labor supply centers and other necessary facilities and serv-
 17 ices, including former Civilian Conservation Corps camps,
 18 and not to exceed ~~(7)\$200,000~~ \$100,000 for the construc-
 19 tion of labor supply centers and other necessary facilities and
 20 services (not to exceed ~~(8)\$40,000~~ \$20,000 for any one
 21 center); (4) advancing to workers of sums due from em-
 22 ployers within the United States who are under contractual
 23 obligation to reimburse such extension services for such ad-
 24 vances ~~(9), the repayments from employers for such ad-~~
 25 vances to be credited to the respective funds apportioned to

1 the States; (5) employment of personnel and other admin-
 2 istrative expenses; (6) payment to or reimbursement of
 3 other public or private agencies or individuals for furnishing
 4 services or facilities for such purposes; and (7) rendering
 5 assistance with respect to the deferment of agricultural labor,
 6 including among other things (10) *the furnishing* of informa-
 7 tion on the contribution that individuals subject to selective
 8 service are making to agricultural production. Such
 9 extension services may enter into agreements with other pub-
 10 lic and private agencies and individuals and utilize the
 11 facilities and services of such agencies and individuals in
 12 carrying out the purposes of this section.

13 (b) The Administrator shall certify to the Secretary
 14 of the Treasury, from time to time, the amounts to be
 15 paid to each State under this section and the time or
 16 times such amounts are to be paid; and the Secretary of
 17 the Treasury shall pay to the State, at the time or times
 18 fixed by the Administrator, the amounts so certified.

19 EXPENDITURE OF OTHER FUNDS

20 SEC. 3. (a) The funds appropriated by section 1 and not
 21 apportioned by the Administrator among the several States
 22 pursuant to section 2 shall be (11) *allotted available for ex-*
 23 *penditure* by the Administrator (12) *to the office of Exten-*
 24 *sion, War Food Administration, for expenditure, of which*
 25 *not to exceed \$200,000 shall be available for admin-*

1 istrative expenses in the District of Columbia. The
2 purposes for which such funds may be expended shall include,
3 among other things, (1) the recruiting and transportation of
4 ~~(13)foreign~~ workers and their families and necessary personal
5 property, within the United States and elsewhere; (2)
6 furnishing, by loans or otherwise, of health and medical and
7 burial services, training, subsistence, allowances, protection,
8 and shelter for such workers and their families ~~(14), while en~~
9 ~~route, including the furnishing of health and medical services~~
10 ~~to agricultural workers and their families housed in any labor~~
11 ~~supply center operated as a part of this program: Provided,~~
12 *That funds available to the Administrator may be used for*
13 *providing health and medical services to other migratory*
14 *workers and their families who have entered the area with-*
15 *out recruitment or assistance of any Government agency*
16 *and have engaged in agricultural work and to whom adequate*
17 *health and medical services are not otherwise available in*
18 *the area where they are working; (3) advancing to*
19 *workers of sums due from employers within the United*
20 *States who are under contractual obligation to reimburse*
21 *the United States for such advances (15), the repayments*
22 ~~from employers for such advances to be credited to the funds~~
23 ~~available to the Administrator; (4) payments in lieu~~
24 ~~of taxes on labor supply centers in accordance with the proce-~~
25 ~~dure set forth in the Act of June 29, 1936 (40 U. S. C.~~

1 ~~432~~); ~~(5)~~ determination and payment of claims ~~(not exceed-~~
 2 ~~ing \$50 in any one case)~~ of workers recruited in foreign
 3 countries ~~(a)~~ who, in preparation for transportation to or
 4 from the United States and subsequent failure of such trans-
 5 portation, have suffered losses, or ~~(b)~~ who have been trans-
 6 ported to the United States and during said transportation,
 7 including embarkation and debarkation, have suffered the loss
 8 of or damage to personal effects; ~~(16)~~*(4) lease, repair, alter-*
 9 *ation, relocation, and operation of labor supply centers and*
 10 *other necessary facilities and services; and (17)*~~(6)~~ *(5)*
 11 operating personnel and expenses to carry out the above
 12 purposes.

13 ~~(17)~~~~(b)~~ The Administrator may allocate to any State, in
 14 the manner provided in section 2, from the amount made
 15 available by this section, such funds for labor supply centers
 16 and other necessary services and facilities and for the feed-
 17 ing of workers in such centers, as in his judgment may be
 18 more advantageously applied by such State for the Federal
 19 Government than by direct expenditure by the War Food
 20 Administration. He is also authorized, in connection with
 21 the purposes of this subsection, to loan to any State any labor
 22 supply center and the facilities and equipment thereof,
 23 owned by the United States, under such terms and condi-
 24 tions as he may specify.

25 ~~(19)~~~~(e)~~ *(b)* Not more than ~~(20)~~~~\$200,000~~ *2 per centum* of

1 the combined sum of the appropriation in Public Law 45,
 2 Seventy-eighth Congress, and the direct appropriation in sec-
 3 tion 1 hereof shall be available ~~(21)for obligation during the~~
 4 ~~calendar year 1944~~ for administrative expenses of the Admin-
 5 istrator under such Public Law 45 and this Act, including (1)
 6 the employment of persons and organizations, by contract or
 7 otherwise, at the seat of government and elsewhere; (2)
 8 purchase, exchange, operation, and maintenance of pas-
 9 senger-carrying vehicles; (3) printing and binding; (4)
 10 travel expenses of persons employed in administrative, super-
 11 visory, or facilitating capacities within a foreign country
 12 or from a foreign country to the United States and return,
 13 including such expenses to first-duty stations; and (5) pay-
 14 ment to or reimbursement of other agencies or individuals
 15 for administrative expenses incurred by them.

16 ~~(22)(d)~~ (c) For the purpose of this ~~(23)Act~~ *title*, the
 17 Administrator is authorized—

18 (1) to utilize the facilities, services, and personnel
 19 of units and agencies within the Department of Agricul-
 20 ture; to enter into agreements with other public or pri-
 21 vate agencies or individuals; to utilize (pursuant to
 22 such agreements) the facilities and services of such
 23 agencies and individuals and to delegate to them func-
 24 tions under this ~~(24)joint resolution~~ *title*; and to allocate
 25 or transfer funds to (in addition to the transfers author-

1 ized by the Department of Agriculture Appropriation
2 Acts for the fiscal years 1944 and 1945), or otherwise to
3 pay or reimburse such units, agencies, and individuals
4 for expenses in connection therewith;

5 (2) to accept and utilize voluntary and uncom-
6 pensated services; and

7 (3) to cooperate with the Secretary of State in
8 the negotiation or renegotiation of agreements with
9 foreign governments relating to the importation of
10 workers into the United States.

11 LIMITATIONS

SEC. 4. (a) No part of the funds ~~(25)herein~~ appropriated ~~(26)~~*in this title* shall be expended for the transportation of any worker from the county where he resides or is working to a place of employment outside of such county without the prior consent in writing of the county extension agent of such county, if such worker has resided in such county for a period of one year or more immediately prior thereto and has been engaged in agricultural labor as his principal occupation during such period.

(b) Not part of the funds ~~(27) herein~~ appropriated
(28) *in this title*, or heretofore appropriated or made available
to any department or agency of the Government for the recruit-
ing, transportation, or placement of agricultural workers, shall
be used directly or indirectly to fix, regulate, or impose mini-

1 minimum wages or housing standards, to regulate hours of work, or
 2 to impose or enforce collective-bargaining requirements or
 3 union membership, with respect to any agricultural labor, ex-
 4 cept with respect to workers imported into the United States
 5 from a foreign country and then only to the extent required to
 6 comply with agreements with the government of such foreign
 7 country: *Provided*, That nothing herein contained shall pre-
 8 vent the expenditure of such funds in connection with the ne-
 9 gotiation of agreements with employers of agricultural
 10 workers which may provide that prevailing wage rates shall
 11 be paid for particular crops and areas involved and that shelter
 12 shall be provided for such workers.

13 **(29)**(c) *No part of the funds appropriated in this title*
 14 *shall be used for the establishment or maintenance of regional*
 15 *offices.*

16 MISCELLANEOUS PROVISIONS

17 SEC. 5. (a) Funds appropriated by this **(30)**~~Act~~ *title*
 18 may be expended without regard to section 3709 of the Re-
 19 vised Statutes.

20 (b) Any payments made by the United States or other
 21 public or private agencies or employers to aliens brought
 22 into the United States under this **(31)**~~Act~~ *title* shall not be
 23 subject to deduction or withholding under section 143 (b) of
 24 the Internal Revenue Code.

1 (c) For the purpose of this ~~(32) Act~~ title—

2 (1) the term "State" includes Alaska, Hawaii, and
3 Puerto Rico;

4 (2) the term "worker" includes nationals of the
5 United States and aliens;

6 (3) the term "agricultural labor" includes any
7 services or activities included within the provisions of
8 section 3 (f) of the Fair Labor Standards Act of 1938
9 or section 1426 (h) of the Internal Revenue Code.

10 (d) Effective July 1, 1943, notwithstanding section 3
11 of the Act of June 29, 1936 (U. S. C., title 40, sec. 433),
12 receipts derived for the account of the United States from
13 the use and occupancy of agricultural labor supply centers,
14 including camps and facilities heretofore used by or under the
15 control of the Farm Security Administration, shall be de-
16 posited in the Treasury as miscellaneous receipts ~~(33); Pro-~~
17 ~~vided, That all receipts derived from the furnishing of sub-~~
18 ~~sistence to workers shall be credited to the appropriation in~~
19 ~~section 4 and be available for expenditure by the Adminis-~~
20 ~~trator for the replenishment of subsistence supplies and for~~
21 ~~expenses incident to the furnishing of such subsistence.~~

22 (e) The former Civilian Conservation Corps camps shall
23 be transferred without charge to the Administrator, to the
24 extent that he deems necessary to carry out the purposes of
25 this ~~(34) Act~~ title: *Provided, That no such camp which is*

1 being utilized by any other agency of the Government, or
2 which has been transferred to any State, county, mu-
3 nicipality, or nonprofit organization, shall be transferred to
4 the Administrator under this subsection without the consent
5 of such agency, State, county, municipality, or organization.

6 (f) Notwithstanding provisions of title I of the Social
7 Security Act, as amended (relating to grants to States for
8 old-age assistance), and of appropriations for payments
9 thereunder, in any case in which any State pays old-age as-
10 sistance to any individual at a rate not in excess of the rate
11 of old-age assistance paid to such individual during the month
12 of July 1943, any failure to take into consideration any in-
13 come and resources of such individual arising from agricul-
14 tural labor performed by him as an employee, or from labor
15 otherwise performed by him in connection with the raising or
16 harvesting of agricultural commodities, after the date of en-
17 actment of this Act and prior to the seventh cal-
18 endar month occurring after the termination of hostilities
19 in the present war, as proclaimed by the President shall
20 not be a basis of excluding payments made to such in-
21 dividual in computing payments made to States under section
22 3 of such title, of refusing to approve a State plan under sec-
23 tion 2 of such title, or of withholding certification pursuant
24 to section 4 of such title.

25 (g) In order to facilitate the employment by agricul-

1 tural employers in the United States of native-born residents
2 of North America, South America, and Central America, and
3 the islands adjacent thereto, desiring to perform agricultural
4 labor in the United States, during continuation of hostilities
5 in the present war, any such resident desiring to enter the
6 United States for that purpose shall be exempt from the
7 payment of head tax required by section 2 of the Immigra-
8 tion Act of February 5, 1917, and from other admission
9 charges, and shall be exempt from those excluding provisions
10 of section 3 of such Act which relate to contract laborers,
11 the requirements of literacy, and the payment of passage by
12 corporations, foreign government, or others; and any such
13 resident shall be admitted to perform agricultural labor in the
14 United States for such time and under such conditions (but
15 not including the exaction of bond to insure ultimate de-
16 parture from the United States) as may be required by regu-
17 lations prescribed by the Commissioner of Immigration and
18 Naturalization with the approval of the Attorney General;
19 and in the event such regulations require documentary evi-
20 dence of the country of birth of any such resident which he is
21 unable to furnish, such requirement may be waived by the
22 admitting officer of the United States at the point where such
23 resident seeks entry into the United States if such official has
24 other proof satisfactory to him that such resident is a native
25 of the country claimed as his birthplace. Each such resident

1 shall be provided with an identification card (with his photo-
 2 graph and fingerprints) to be prescribed under such regula-
 3 tions which shall be in lieu of all other documentary require-
 4 ments, including the registration at time of entry or after
 5 entry required by the Alien Registration Act of 1940. Any
 6 such resident admitted under the foregoing provisions who
 7 fails to maintain the status for which he was admitted or to
 8 depart from the United States in accordance with the terms
 9 of his admission shall be taken into custody under a warrant
 10 issued by the Attorney General at any time after entry and
 11 deported in accordance with section 20 of the Immigration
 12 Act of February 5, 1917. Sections 5 and 6 of such Act shall
 13 not apply to the importation of aliens under this (35)Act
 14 title. No provision of this (36)Act title shall authorize the
 15 admission into the United States of any enemy alien.

16 (h) When authorized by the Administrator, workers
 17 under the program may be used in the packing, canning,
 18 freezing, drying, or other processing of perishable (37)or
 19 seasonal fruits and vegetables *agricultural products*.

20 (38)(i) Notwithstanding any provisions to the contrary in
 21 the Act approved July 12, 1943 (Public Law 132), funds
 22 available to the War Manpower Commission for the current
 23 migration of Mexican or Canadian nationals under the aus-
 24 pices of the War Manpower Commission for industrial and

1 railroad purposes essential to the war effort, may continue to
2 be expended during the fiscal year 1944.

3 ~~(39)(j)~~ (i) This ~~(40)Act~~ title shall take effect upon the date
4 of its enactment into law and shall thereupon supersede the
5 Act of April 29, 1943 (Public Law 45), to the extent that
6 such Act is inconsistent with this ~~(41)Act~~ title.

7 ~~(42)(j)~~ *If the Administrator finds that there is inadequate*
8 *farm labor in any area, the Administrator and the agricultural*
9 *extension service of the land-grant colleges in the respec-*
10 *tive States are hereby authorized, for the purposes of this*
11 *title, to negotiate directly with the War Department for the*
12 *utilization of prisoners of war and the emergency use of*
13 *soldiers of the United States for the production and harvest-*
14 *ing of agricultural commodities within the several States*
15 *upon such terms and conditions as may be mutually agreed*
16 *upon, subject, in the case of prisoners of war, to the terms*
17 *of any treaties or international agreements to which the*
18 *United States of America is signatory and which are now*
19 *in effect.*

20 ~~(43)(k)~~ *The appropriations and authority with respect to*
21 *appropriations contained in this title shall be available from*
22 *and including February 1, 1944, for the purposes respec-*
23 *tively provided in such appropriations and authority. All*
24 *obligations incurred during the period between January 31,*
25 *1944, and the date of the enactment of this Act in anticipa-*

tion of such appropriations and authority are hereby ratified
and confirmed if in accordance with the terms thereof.

~~(44)~~~~(k)~~ (l) This ~~(45)~~~~A~~et title may be cited as the "Farm
Labor Supply Appropriation Act, 1944".

**(46) TITLE II—EXECUTIVE OFFICE OF THE
PRESIDENT—OFFICE FOR EMERGENCY
MANAGEMENT**

WAR MANPOWER COMMISSION

*Migration of workers: To enable the War Manpower
Commission to provide, in accordance with regulations pre-
scribed by the Chairman of said Commission, for the tem-
porary migration of workers from foreign countries within
the Western Hemisphere (pursuant to agreements between
the United States and such foreign countries) for employment
in the continental United States with industries and services
essential to the preservation, marketing, or distribution of
agricultural products, including the transportation of such
workers from points outside the United States to ports
of entry of the United States and return (including trans-
portation from place of employment in the United States
to port of entry of the United States in any case of
default by an employer to provide such transportation to
a worker, in which event the employer shall be liable
to the United States for the cost thereof), cost of tem-
porary maintenance of workers in reception centers in foreign*

1 countries and in the United States, when necessary, reason-
2 able subsistence and emergency medical care of such workers
3 from the time of reporting for transportation to the
4 United States or return to the country of origin until arrival
5 at the destination, necessary assistance to meet emergency
6 health and welfare problems while in the United States, when
7 such assistance is not otherwise available to such persons,
8 and guarantees of employment while in the United States to
9 the extent agreed upon with the foreign country from which the
10 worker is imported, fiscal year 1944, \$1,359,200, of which not
11 to exceed \$97,200 shall be available for all administrative ex-
12 penses necessary for the foregoing, including not to ex-
13 ceed \$10,000 for temporary employment of administrative
14 personnel outside continental United States, not to exceed
15 \$1,000 for printing and binding outside continental United
16 States without regard to section 3709 of the Revised
17 Statutes and section 11 of the Act of March 1,
18 1919 (44 U. S. C. 111), and not to exceed \$20,000 for
19 travel expenses: Provided, That no transportation of workers
20 shall be allowed hereunder unless the employer and the worker
21 have entered into a contract for employment approved by said
22 Chairman or his designee, and unless said Chairman certifies
23 that reasonably adequate use is being made of local labor sup-
24 ply: Provided further, That this appropriation shall remain
25 available after June 30, 1944, for the purpose of fulfilling

1 *guarantees and other obligations theretofore incurred with*
 2 *respect to such foreign workers and for all other purposes*
 3 *connected with the protection and ultimate return of any*
 4 *workers theretofore transported: Provided further, That no*
 5 *part of this appropriation shall be available for the recruit-*
 6 *ment or transportation of workers for employment in agricul-*
 7 *ture: Provided further, That the general provisions under*
 8 *the caption "Executive Office of the President—Office for*
 9 *Emergency Management", contained in the National War*
 10 *Agencies Appropriation Act, 1944, and applicable to the*
 11 *constituent agencies of the Office for Emergency Manage-*
 12 *ment contained therein shall be applicable to the appropria-*
 13 *tions to the War Manpower Commission contained in this*
 14 *paragraph.*

Passed the House of Representatives December 17, 1943.

Attest:

SOUTH TRIMBLE,

Clerk.

Passed the Senate with amendments January 28 (legis-
 lative day, January 24), 1944.

Attest:

EDWIN A. HALSEY,

Secretary.

78TH CONGRESS
2^D Session

H. J. RES. 208

JOINT RESOLUTION

Making an appropriation to assist in providing
a supply and distribution of farm labor for
the calendar year 1944.

IN THE HOUSE OF REPRESENTATIVES

JANUARY 28, 1944

Ordered to be printed with the amendments of the
Senate numbered

MAKING AN APPROPRIATION TO ASSIST IN PROVIDING
A SUPPLY AND DISTRIBUTION OF FARM LABOR FOR
THE CALENDAR YEAR 1944

FEBRUARY 4, 1944.—Ordered to be printed

Mr. CANNON of Missouri, from the committee of conference, submitted the following

CONFERENCE REPORT

[To accompany H. J. Res. 208]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the joint resolution (H. J. Res. 208) "making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944," having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 17, 19, 22, and 33.

That the House recede from its disagreement to the amendments of the Senate numbered 1, 2, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 21, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 34, 35, 36, 38, 39, 41, 44, and 45, and agree to the same.

Amendment numbered 3:

That the House recede from its disagreement to the amendment of the Senate numbered 3, and agree to the same with an amendment as follows:

In lieu of the matter inserted by said amendment, insert the following:

TITLE I—DEPARTMENT OF AGRICULTURE

WAR FOOD ADMINISTRATION

For assisting in providing an adequate supply of workers for the production, harvesting, and preparation for markets of agricultural commodities essential to the prosecution of the war, \$30,000,000, which sum, together with the amount appropriated in the Act of April 29, 1943 (Public Law 45), shall be merged into one fund, to remain available until

December 31, 1944, and to be expended by the War Food Administrator (hereinafter referred to as the "Administrator"), appointed pursuant to Executive Order Numbered 9334, dated April 19, 1943, as follows:

And the Senate agree to the same.

Amendment numbered 14:

That the House recede from its disagreement to the amendment of the Senate numbered 14, and agree to the same with an amendment as follows:

In lieu of the matter proposed to be stricken out by said amendment and the matter proposed to be inserted by said amendment, insert the following: , *including the furnishing of health and medical services to (a) agricultural workers and their families housed in any labor supply center operated as a part of this program, or (b) migratory agricultural workers and their families who, without recruitment or assistance of any Government agency, have entered the area served by any such labor supply center and are engaged in agricultural work in such area, and to whom adequate health and medical services are not otherwise available; and the Senate agree to the same.*

Amendment numbered 15:

That the House recede from its disagreement to the amendment of the Senate numbered 15, and agree to the same with an amendment as follows:

Restore the matter stricken out by said amendment amended to read as follows: , *the repayments from employers for such advances to be credited to the funds available to the Administrator; (4) determination and payment of claims (not exceeding \$50 in any one case) of workers recruited in foreign countries (a) who, in preparation for transportation to or from the United States and subsequent failure of such transportation, have suffered losses, or (b) who have been transported to the United States and during said transportation, including embarkation and debarkation, have suffered the loss of or damage to personal effects; and the Senate agree to the same.*

Amendment numbered 16:

That the House recede from its disagreement to the amendment of the Senate numbered 16, and agree to the same with an amendment as follows:

In lieu of the figure "(4)" in said amendment, insert the following: (5); and the Senate agree to the same.

Amendment numbered 18:

That the House recede from its disagreement to the amendment of the Senate numbered 18, and agree to the same with an amendment as follows: In lieu of the matter stricken out by said amendment, insert the following:

(b) *The Administrator is authorized and directed to enter into agreements with the agricultural extension services of the land-grant colleges in the respective States to furnish, on behalf of the United States, for domestic interstate agricultural workers and their families and foreign agricultural workers and their families, while such workers are employed within any such State, any or all of the following services or functions which such State extension services are willing to undertake: Health and*

medical and burial services, training, subsistence, allowances, supervision, protection and shelter, maintenance and keeping of records of compliance with contracts and international agreements or treaties respecting such workers, and health and medical services for agricultural workers and their families encompassed by clauses (a) and (b) of subsection (a) (2) of this section. The Administrator may require the modification or termination of any agreement with any such extension service whenever he finds such action to be necessary in order to carry out the terms of any treaty or international agreement to which the United States of America is signatory. Whenever a satisfactory agreement cannot be negotiated with any such extension service, or pending the negotiation of an agreement, or whenever the Administrator finds it necessary to terminate an agreement, he shall carry out the foregoing responsibilities and functions with respect to such workers and their families by direct expenditure by the War Food Administration. The Administrator shall allocate to any State extension service from the amount made available by this section, in the manner provided in section 2 of this title, such funds as may be necessary to carry out the duties and responsibilities agreed upon by the Administrator and such State extension service under the provisions of this subsection. The Administrator is further authorized, in connection with the purposes of this subsection, to loan to any State any labor supply center and the facilities and equipment thereof, owned by the United States, under such terms and conditions as he may specify.

And the Senate agree to the same.

Amendment numbered 20:

That the House recede from its disagreement to the amendment of the Senate numbered 20, and agree to the same with an amendment as follows:

In lieu of the figure proposed to be stricken out by said amendment and the matter proposed to be inserted by said amendment, insert the following: *one and one-half per centum*; and the Senate agree to the same.

Amendment numbered 37:

That the House recede from its disagreement to the amendment of the Senate numbered 37, and agree to the same with an amendment as follows:

In lieu of the matter proposed to be stricken out by said amendment and the matter proposed to be inserted by said amendment, insert the following: *or seasonal agricultural products*; and the Senate agree to the same.

Amendment numbered 40:

That the House recede from its disagreement to the amendment of the Senate numbered 40, and agree to the same with an amendment as follows:

In lieu of the matter proposed to be stricken out by said amendment and the matter proposed to be inserted by said amendment, insert the following: *title, except as otherwise provided herein, ;* and the Senate agree to the same.

Amendment numbered 42:

That the House recede from its disagreement to the amendment of the Senate numbered 42, and agree to the same with an amendment as follows:

At the end of the matter inserted by said amendment, insert the following:

For the purposes of this title the War Department may utilize the Administrator and the Extension Services in the respective States to make such investigations and certifications with respect to the need for utilizing prisoners of war and the emergency use of soldiers of the United States and with respect to the terms and conditions of employment, as may be required by the War Department in order to assure that the terms of such treaties or international agreements are complied with.

And the Senate agree to the same.

Amendment numbered 43:

That the House recede from its disagreement to the amendment of the Senate numbered 43, and agree to the same with an amendment as follows:

In lieu of the matter inserted by said amendment, insert the following:

(k) The Act of April 29, 1943 (Public Law 45), as amended, is hereby further amended by striking out "January 31, 1944" and inserting "the date of enactment into law of House Joint Resolution 208 of the Seventy-eighth Congress". All obligations incurred during the period between January 31, 1944, and the date of the enactment into law of this Act in anticipation of such appropriations and authority are hereby ratified and confirmed if in accordance with the terms of such Public Law 45, as amended.

And the Senate agree to the same.

Amendment numbered 46:

That the House recede from its disagreement to the amendment of the Senate numbered 46, and agree to the same with an amendment as follows:

In line 13 of the matter inserted by said amendment and after the words "agricultural products," insert the following: *including the timber and lumber industries, and*, and in line 53 of the matter inserted by said amendment before the colon and the words "Provided further", insert the following: *for which provision is made in title I of this Act*; and the Senate agree to the same.

CLARENCE CANNON,
C. A. WOODRUM,
LOUIS LUDLOW,
J. BUELL SNYDER,
LOUIS C. RABAUT,
JOHN TABER,
R. B. WIGGLESWORTH,
D. LANE POWERS,

Managers on the part of the House.

KENNETH MCKELLAR,
CARL HAYDEN,
RICHARD B. RUSSELL,
GERALD P. NYE,
RUFUS C. HOLMAN,

Managers on the part of the Senate.

STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House of the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the joint resolution (H. J. Res. 208) entitled "Joint resolution making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944" submit the following statement in explanation of the effect of the action recommended and agreed upon in the accompanying conference report as to each of such amendments, namely:

Nos. 10, 17, 19, 22, 23, 24, 25, 26, 27, 28, 30, 31, 32, 34, 35, 36, 39, 40, 41, 44, and 45, are technical amendments and have been adjusted in accordance with the action of the conferees on amendments of substance.

Nos. 1, 2, and 3: Appropriates \$30,000,000 plus the unexpended balances of previous appropriations, instead of \$27,000,000 plus such balances as proposed by the House and \$35,000,000 plus such balances as proposed by the Senate. Expands the purpose of the joint resolution to include the provision of workers for the "preparation for markets" of agricultural commodities.

Nos. 4, 5, 6, 7, 8, and 9, relating to intrastate labor: Provides that not less than \$14,000,000 as proposed by the Senate, and not more than \$18,500,000 as proposed by the Senate instead of not more than \$17,500,000 as proposed by the House, under the 2-year program, shall be apportioned to the States for expenditure by the State extension services for the recruiting, transporting, housing, feeding, etc. of domestic intrastate labor. Limits to \$100,000, as proposed by the Senate, instead of \$200,000 as proposed by the House, the portion of the allocation which may be used for construction of labor supply centers and fixes the maximum amount for any one center at not to exceed \$20,000 as proposed by the Senate instead of not to exceed \$40,000 as proposed by the House; strikes out, as proposed by the Senate, provisions in the House bill for recruitment within the State of recruitment for employment elsewhere, transportation from State to State and within the State of recruitment for employment elsewhere, and authority to credit to State allocations the repayments by employers of advances by the United States of sums due to workers from employers.

Nos. 11, 12, 13, 14, 15, 16, 18, 20, and 21, relating to funds for domestic interstate workers and foreign workers: Provides that the amount for this purpose shall be available for expenditure by the Administrator, as proposed by the Senate, instead of being allotted to the Federal Office of Extension for expenditure, as proposed by the House; strikes out the provision in the House bill limiting to \$200,000 the amount proposed for administrative expenses for the Federal Office of Extension; strikes out the provisions in the House bill limiting recruiting and transportation expenses to "foreign" workers and limiting subsistence, shelter, and other expenses for foreign workers

to such workers while en route; makes provision, as proposed by the House and by the Senate, in modified form, for health and medical services for agricultural workers and their families who have not been recruited or transported by the United States but who are either housed in a labor supply center or are engaged in agricultural work in the area served by the center and to whom adequate health and medical services are not otherwise available; restores the authority of the House bill, stricken out by the Senate, for crediting to the appropriation the repayments from employers for advances made by the United States to workers for sums due them from employers; strikes out, as proposed by the Senate, provision in the House bill for payments in lieu of taxes on labor supply centers; restores the provision in the House bill, stricken out by the Senate, for determination and payment of claims of workers recruited in foreign countries in amounts not to exceed \$50 in any one case; limits the amount for administrative expenses to 1½ percent instead of 2 percent as proposed by the Senate and not more than \$200,000 for obligation in the calendar year 1944 as proposed by the House. The House bill contained provision for allocation to State extension services, from amounts available for direct expenditure by the administrator, for labor supply centers and feeding of domestic interstate workers and foreign workers while employed in such state. The conference agreement provides, in section 3 (b) that the Administrator shall enter into agreements with the agricultural extension services of the land-grant colleges in the respective states to furnish, on behalf of the United States, for domestic interstate workers and their families and foreign workers and their families, while such workers are employed within any such State, any or all of the following services or functions which the state extension services are willing to undertake: Health and medical and burial services, training, subsistence, allowances, supervision, protection and shelter, maintenance and keeping of records of compliance with contracts and international agreements or treaties respecting such workers, and health and medical services to workers and their families who, though not recruited or transported by the United States, are provided such services by the United States under the terms of the joint resolution as agreed upon. Provision is made for the termination of any such agreement with an extension service if the Administrator finds such action necessary in order to carry out the terms of any treaty or international agreement to which the United States is signatory. Provision is also made for the performance of these services by direct expenditure by the Administrator pending the negotiation of agreements with the state extension services, after the termination of any agreement, or when a satisfactory agreement cannot be negotiated. Funds available to the Administrator are made allocable by him to state extension services for carrying out the agreements made within the state extension services. Provision in the House bill for the loan, to the States, of labor supply centers and facilities and equipment, owned by the United States, is restored.

No. 29: Inserts the Senate amendment prohibiting use of any of the funds for farm labor supply for the establishment or maintenance of regional offices. The conferees understand that such provision will not exclude the maintenance of field operational offices.

No. 33: Restores the provision in the House bill, stricken out by the Senate, which credits to the appropriation the receipts from the furnishing of subsistence to workers and makes them available for

reexpenditure for replenishment of subsistence supplies and expenses incident to the furnishing of subsistence.

No. 37: The House bill contains provision authorizing the use of workers under the program in the packing, canning, freezing, drying, or other processing of perishable or seasonal fruits and vegetables. The Senate modified the provision by making it applicable to perishable agricultural products. The conference agreement makes the provision applicable to perishable or seasonal agricultural products.

No. 38: The House bill contains provision for continuing available to the War Manpower Commission certain funds for the current migration of Mexican or Canadian nationals for industrial and railroad purposes. This provision was stricken out by the Senate and the conference agreement adopts the Senate amendment. The continuance of the funds has been provided by section 2 of Public Law 217, approved December 23, 1943.

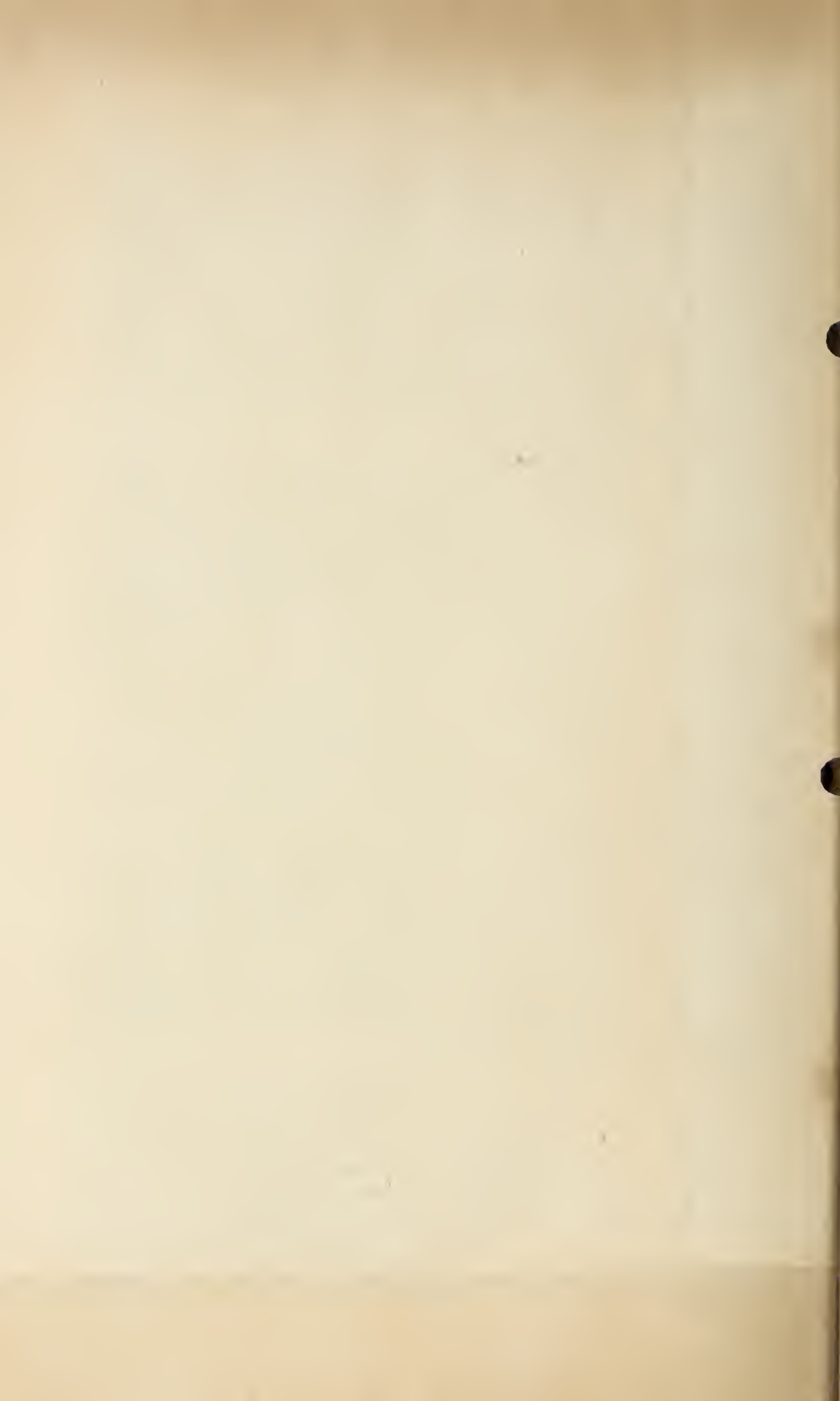
No. 42: The Senate amendment authorizes the War Food Administrator and the agricultural extension services of the respective States to negotiate directly with the War Department for the use of prisoners of war and the emergency use of soldiers of the United States for the production and harvesting of agricultural commodities within the several States. The conference agreement adopts the Senate amendment modified so as to enable the War Department to utilize the services of the Administrator and the respective State extension services to make investigations and certifications with respect to the need for the use of prisoners of war and soldiers of the United States and with respect to the terms and conditions of employment in order to assure that treaties or international agreements are complied with.

No. 43: The Senate amendment makes the funds in title I retroactive to February 1, 1944, to cover the period between January 31, 1944, the date of expiration of the previous law, and the date of enactment of this joint resolution. The House accepts the Senate amendment in modified form.

No. 46: Title II of the joint resolution, inserted by the Senate, provides an appropriation of \$1,359,200 to the War Manpower Commission for the temporary migration of workers from foreign countries within the Western Hemisphere for employment in continental United States with industries and services essential to the preservation, marketing, or distribution of agricultural products. The conference agreement accepts the Senate amendment modified as to include within the scope of "agricultural products" the timber and lumber industries and to exclude from the appropriation the recruitment or transportation of workers for employment in agriculture for which provision is made in title I of the joint resolution.

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Managers on the part of the House.





ments for military and naval personnel. The House conferees receded with respect to Senate amendments which lighten the penalties, and permits the use of the previous year's income, in connection with the estimated tax, with respect to the exclusion from gross income of certain cost of living allowances paid to civilian officers and employees of the Government stationed outside the continental United States, and with respect to repeal of the second windfall tax provided in the Current Tax Payment Act of 1943.

The Senate struck out the provision in the bill as it passed the House relating to the taxation of back pay attributable to prior years. The House conferees receded from their disagreement to this amendment, and agreed to it with an amendment which broadens the section so that it will now apply to back pay received from any source so long as the amount of the back pay received during the taxable year exceeds 15 percent of the gross income of the individual for such year.

The so-called hobby loss amendment contained in the Senate bill was modified in conference so that the limit on the deduction for such losses is raised from \$20,000 to \$50,000, exclusive of deductions for taxes and interest. The provision will be applicable only when losses of more than \$50,000 have been sustained in each of 5 consecutive years.

CORPORATION INCOME AND EXCESS-PROFITS TAXES

With respect to the excess-profits tax on corporations, the Senate bill differed from the House bill in that the credit allowed on invested capital over \$200,000,000 was retained at 5 percent as in existing law, rather than the 4 percent provided in the House. The House conferees receded with respect to this Senate amendment. Under the bill as agreed to in conference, the credit allowed on invested capital will compare as follows with that provided under present law:

Invested capital (in millions of dollars)	Credit (percent)	
	Existing law	H. R. 3687
Under 5.....	8	8
5 to 10.....	7	6
10 to 200.....	6	5
Over 200.....	5	5

The House conferees agreed to the Senate amendments extending the last-in first-out inventory method to include taxable years beginning in 1941, to the amendment restoring former treatment of partially worthless bad debts, and to the amendment permitting deductions for corporate contributions to veterans' organizations.

The House conferees receded with an amendment from their disagreement to the Senate amendment permitting corporations emerging from receivership or bankruptcy to use the capital structure of the predecessor company for tax purposes, and the amendment assuring that certain reorganized companies shall not have the basis of their property reduced

by the amount of indebtedness canceled in the receivership process. The effect was to provide this relief for 1943 and subsequent years, and to provide for no gain or loss to the shareholder upon the receipt in 1943 of new securities for the old securities. A Senate amendment, providing that fraternal organizations exempt from income tax shall not be required to file returns, was agreed to by the House conferees.

The conferees agreed to retain the Senate amendments relating to the credit for surtax purposes for dividends paid on preferred stock of utilities, to the taxation of gains resulting from the disposition of radio broadcasting property pursuant to orders of the Federal Communications Commission, and to the taxation of income from the sale of timber.

The Senate had added talc and barite to the list of minerals for which percentage depletion is allowed for the duration, and made the depletion allowance for potash permanent. These provisions were retained. The House conferees receded from their disagreement to the Senate amendment redefining gross income from mining operations, with an amendment so as to include the ordinary treatment processes normally applied by mine owners or operators in order to obtain the commercially marketable mineral product.

The Senate had partially rewritten the provision contained in the House bill designed to close a loophole in existing law which permitted certain tax benefits through the acquisition of corporations. The Senate language was, in general, agreed to by the conferees, with the major exception that it was made effective with respect to taxable years beginning after December 31, 1943, rather than retroactive for cases of fraud. It was further provided that determination of the law applicable to taxable years prior to 1944 shall be made as if this section had not been enacted, and without inferences drawn from the fact that this section was not expressly made retroactive. The House conferees insisted, and the Senate conferees receded, with respect to the Senate amendment excluding a corporation engaged in the transportation of natural gas by pipe line from the definition of a natural-gas company entitled to special treatment under the excess-profits tax.

EXCISE TAXES AND POSTAL RATES

In the House bill the tax on admissions was established at 2 cents for each 10 cents or fraction thereof, and in the Senate bill at 1 cent for each 5 cents or major fraction thereof. On this amendment the House conferees receded. The tax on cabarets was made 30 percent, as in the House bill, rather than the 20 percent provided in the Senate bill. In connection with the tax on jewelry, the House conferees receded with respect to the Senate amendment exempting from the increase in rate watches selling at retail for not more than \$65 and alarm clocks selling at retail for not more than \$5, while the Senate conferees agreed to restore the exemption contained in the House bill of silver-plated flatware from the jewelry tax.

The House conferees agreed to the lower rates of tax provided in the Senate bill for furs, toilet preparations, and bowling alleys. The taxes on furs and toilet preparations were made 20 percent, and the tax on bowling alleys was made \$20 per year per alley, rather than 20 percent of the charge for bowling, as in the House bill. The House conferees agreed to the higher rates of tax provided in the Senate bill for leased wires and for wire and equipment service, and with respect to electric light bulbs and tubes, a compromise rate of 20 percent was agreed upon. Similarly, a compromise rate of 20 percent was provided in the case of the tax on luggage, handbags, and so forth.

The Senate action in striking out the tax on patimutuel wagering contained in the House bill was agreed to by the House conferees. The Senate bill contained a provision exempting servicemen from the tax on cabarets, but as it was felt this would be extremely difficult to administer, the Senate conferees were persuaded to recede. The House conferees receded with respect to the Senate amendment exempting billiard and pool tables in hospitals from tax if no charge is made for their use. The drawback on distilled spirits used in the manufacture of certain nonbeverage products was made \$6 in the Senate bill, whereas in the House bill it was \$5. The result of the Senate's action was to make the tax on such spirits \$3 as compared with \$4 in the House bill. On this provision the House conferees receded.

In connection with increases in postal rates, the Senate bill had stricken out the provision contained in the House bill increasing the rates on third-class mail. The House conferees agreed to this amendment.

MISCELLANEOUS

A Senate amendment broadening for the duration the class of duty-free imported newsprint was agreed to by the House conferees.

The House conferees receded with respect to the Senate amendment freezing for the calendar year 1944 the rates of certain social-security taxes.

SUMMARY AND AMENDMENTS WITH RESPECT TO WHICH SENATE CONFEREES RECEDED

Naturally, in the consideration of matters so important as those involved in this tax bill, it was necessary for the Senate conferees to recede with respect to a few of the amendments adopted in the Senate. It should be of interest, however, that of the 311 total of Senate amendments, the House conferees either accepted completely, or receded with an amendment, with respect to 269, while the Senate conferees receded from only 42 amendments, some of which were clerical.

We were unable to persuade the House conferees to agree to the amendment desired by the Senator from Pennsylvania relating to reorganization by adjustment of capital and debt structure of an existing corporation; to the amendment proposed by the Senator from New Mexico concerning income from potash mines or deposits; the amendment by the Senator from Ohio

pertaining to the loss on the sale or exchange of securities of certain railroad-company subsidiaries; to the amendment offered by the Senator from Missouri relating to the unused excess-profits credit in the case of certain reorganized railroad companies; or to the amendment of the Senator from Illinois providing for a refund of the luggage tax to avoid double taxation. Likewise, the Senate conferees found it necessary to recede with respect to the amendment relating to gains and losses from involuntary conversions and from the sale or exchange of certain property used in trade or business, with respect to the amendment introduced by the Senator from Kentucky concerning the priority of payments under the Settlement of War Claims Act of 1928, and with respect to the amendment offered by the Senator from New Jersey providing for quarterly payments of the unforgiven tax under the Current Tax Payment Act of 1943. I believe this covers the important amendments with respect to which your conferees receded.

In regard to the renegotiation provisions, I will discuss some of the important provisions.

First. One of the most important changes made by the Senate and agreed to in conference was the one relating to the termination date. The House conferees accepted our termination date of December 31, 1944, with power in the President to shorten or lengthen the date, but in no case beyond July 1, 1945. There were certain minor changes made, but these related to determining what profits were attributable to the period before the termination date, and what profits were attributable to the period after the termination date.

Second. We agreed to the House provision allowing review by The Tax Court of the United States instead of the Court of Claims. However, the House conferees accepted the Senate provision which did not allow any review for cases closed by agreement. The House conferees also agreed in principle to the Senate provision for taking amortization allowances into account in connection with excessive profits determinations. To get the benefit of the provision, the amortization allowance must be recomputed for tax purposes first, and the recomputed amortization allowance reduced by the tax benefit is then refunded to the contractor or subcontractor.

We were unable to induce the House conferees to agree to the following, with reference to certain factors required to be taken as standards by the renegotiating board:

1. Problems in connection with reconversions should be a factor to be taken into account in determining excessive profits.
2. The factor as to the profits remaining after the payment of estimated Federal income and excess-profits taxes.

On both those amendments the Senate conferees receded.

The provision in the Senate amendment that the factors used in determining excessive profits be published was adopted.

The House accepted the repricing provisions, with the exception of the criminal penalty, which would put a person

in jail for failure to deliver articles at the price fixed by order.

It is also made clear that the repricing provisions apply to war brokers.

A provision was adopted which carries out the intent of existing law that there is no authority to renegotiate the profits accruing to a company by reason of the increment in value of its long inventories, that is, inventories over and above its normal requirements to fulfill existing contracts.

Recurring to the repricing provisions in the bill, there is no termination upon that authority, broad as it is, given to the departments, except the termination of the war in the usual language in which provision is made for the ascertainment of the end of the war.

The House had an amendment exempting canned, bottled, or packed fruits or vegetables from renegotiation. The Senate had an amendment exempting processed dairy products from renegotiation. Both amendments were disagreed to in conference. It was believed that the \$500,000 over-all exemption would take care of most of the canners or processors.

We were unable to get the House conferees to agree to the Senate amendment exempting machine tools, having a life of over 10 years, from renegotiation. The definition of subcontract as contained in existing law, and in the Senate bill, was adopted, except that office supplies were specifically exempted from the articles coming within the subcontract definitions. It is understood that office supplies are now exempt under administrative interpretation.

We have received some complaints from contractors whose total contracts for the fiscal year aggregate slightly over \$500,000. For example, a contractor might receive total amounts for his fiscal year aggregating \$510,000. While this would make his contracts subject to renegotiation, it is not intended that the renegotiation shall reduce such amounts received below \$500,000, and, on inquiry, I find that that is the disposition of certain of the departments charged with renegotiation.

The language of the statute is "contracts aggregating \$500,000 received or accrued", and it has been pointed out by at least one of the secretaries that it would be easy in the case of contracts totaling just a little more than \$500,000 for the contractor to decline to receive that amount, in which event his total contracts would not be renegotiated.

Mr. McKELLAR. Mr. President, will the Senator yield?

Mr. GEORGE. I yield.

Mr. McKELLAR. I simply ask the Senator to yield for the purpose of expressing my very great appreciation and approval of the report of the committee, which he, as its chairman, has made, concerning the renegotiation of contracts.

The PRESIDING OFFICER (Mr. LA FOLLETTE in the chair). The question is on agreeing to the conference report.

The report was agreed to.

SUPPLY AND DISTRIBUTION OF FARM LABOR FOR 1944—CONFERENCE REPORT

Mr. McKELLAR. I submit the conference report on House Joint Resolu-

tion 208, making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944, and ask unanimous consent for its immediate consideration.

The PRESIDING OFFICER. The report will be read.

The Chief Clerk read the report, as follows:

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the joint resolution (H. J. Res. 208) "making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944," having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 17, 19, 22, and 33.

That the House recede from its disagreement to the amendments of the Senate numbered 1, 2, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 21, 23, 24, 25, 26, 27, 28, 29, 30, 31, 32, 34, 35, 36, 38, 39, 41, 44, and 45, and agree to the same.

Amendment numbered 3: That the House recede from its disagreement to the amendment of the Senate numbered 3, and agree to the same with an amendment as follows: In lieu of the matter inserted by said amendment, insert the following:

"TITLE I—DEPARTMENT OF AGRICULTURE "WAR FOOD ADMINISTRATION

"For assisting in providing an adequate supply of workers for the production, harvesting, and preparation for markets of agricultural commodities essential to the prosecution of the war, \$30,000,000, which sum, together with the amount appropriated in the Act of April 29, 1943 (Public Law 45), shall be merged into one fund, to remain available until December 31, 1944, and to be expended by the War Food Administrator (hereinafter referred to as the "Administrator"), appointed pursuant to Executive Order Numbered 9334, dated April 19, 1943, as follows:"

And the Senate agree to the same.

Amendment numbered 14: That the House recede from its disagreement to the amendment of the Senate numbered 14, and agree to the same with an amendment as follows: In lieu of the matter proposed to be stricken out by said amendment and the matter proposed to be inserted by said amendment, insert the following: "including the furnishing of health and medical services to (a) agricultural workers and their families housed in any labor supply center operated as a part of this program, or (b) migratory agricultural workers and their families who, without recruitment or assistance of any Government agency, have entered the area served by any such labor supply center and are engaged in agricultural work in such area, and to whom adequate health and medical services are not otherwise available"; and the Senate agree to the same.

Amendment numbered 15: That the House recede from its disagreement to the amendment of the Senate numbered 15, and agree to the same with an amendment as follows: Restore the matter stricken out by said amendment amended to read as follows: "the repayments from employers for such advances to be created to the funds available to the Administrator; (4) determination and payment of claims (not exceeding \$50 in any one case) of workers recruited in foreign countries (a) who, in preparation for transportation to or from the United States and subsequent failure of such transportation, have suffered losses, or (b) who have been transported to the United States and during said transportation, including embarkation and debarkation, have suffered the loss of or damage to personal effects"; and the Senate agree to the same.

Amendment numbered 16: That the House recede from its disagreement to the amend-

ment of the Senate numbered 16, and agree to the same with an amendment as follows: In lieu of the figure "(4)" in said amendment, insert the following: "(5)"; and the Senate agree to the same.

Amendment numbered 18: That the House recede from its disagreement to the amendment of the Senate numbered 18, and agree to the same with an amendment as follows: In lieu of the matter stricken out by said amendment, insert the following: "(b) The Administrator is authorized and directed to enter into agreements with the agricultural extension services of the land-grant colleges in the respective States to furnish, on behalf of the United States, for domestic interstate agricultural workers and their families and foreign agricultural workers and their families, while such workers are employed within any such State, any or all of the following services or functions which such State extension services are willing to undertake: Health and medical and burial services, training, subsistence, allowances, supervision, protection and shelter, maintenance and keeping of records of compliance with contracts and international agreements or treaties respecting such workers, and health and medical services for agricultural workers and their families encompassed by clauses (a) and (b) of subsection (a) (2) of this section. The Administrator may require the modification or determination of any agreement with any such extension service whenever he finds such action to be necessary in order to carry out the terms of any treaty or international agreement to which the United States of America is signatory. Whenever a satisfactory agreement cannot be negotiated with any such extension service, or pending the negotiation of an agreement, or whenever the Administrator finds it necessary to terminate an agreement, he shall carry out the foregoing responsibilities and functions with respect to such workers and their families by direct expenditure by the War Food Administration. The Administrator shall allocate to any State extension service from the amount made available by this section, in the manner provided in section 2 of this title, such funds as may be necessary to carry out the duties and responsibilities agreed upon by the Administrator and such State extension service under the provisions of this subsection. The Administrator is further authorized, in connection with the purposes of this subsection, to loan to any State any labor supply center and the facilities and equipment thereof, owned by the United States, under such terms and conditions as he may specify."

And the Senate agree to the same.

Amendment numbered 20: That the House recede from its disagreement to the amendment of the Senate numbered 20, and agree to the same with an amendment as follows: In lieu of the figure proposed to be stricken out by said amendment and the matter proposed to be inserted by said amendment, insert the following: "one and one-half per centum"; and the Senate agree to the same.

Amendment numbered 37: That the House recede from its disagreement to the amendment of the Senate numbered 37, and agree to the same with an amendment as follows: In lieu of the matter proposed to be stricken out by said amendment and the matter proposed to be inserted by said amendment, insert the following: "or seasonal agricultural products"; and the Senate agree to the same.

Amendment numbered 40: That the House recede from its disagreement to the amendment of the Senate numbered 40, and agree to the same with an amendment as follows: In lieu of the matter proposed to be stricken out by said amendment and the matter proposed to be inserted by said amendment, insert the following: "title, except as otherwise provided herein,"; and the Senate agree to the same.

Amendment numbered 42: That the House recede from its disagreement to the amend-

ment of the Senate numbered 42, and agree to the same with an amendment as follows: At the end of the matter inserted by said amendment, insert the following:

"For the purposes of this title the War Department may utilize the Administrator and the Extension Services in the respective States to make such investigations and certifications with respect to the need for utilizing prisoners of war and the emergency use of soldiers of the United States and with respect to the terms and conditions of employment, as may be required by the War Department in order to assure that the terms of such treaties or international agreements are complied with."

And the Senate agree to the same.

Amendment numbered 43: That the House recede from its disagreement to the amendment of the Senate numbered 43, and agree to the same with an amendment as follows: In lieu of the matter inserted by said amendment, insert the following:

"(k) The Act of April 29, 1943 (Public Law 45), as amended, is hereby further amended by striking out 'January 31, 1944' and inserting 'the date of enactment into law of House Joint Resolution 208 of the Seventy-eighth Congress'. All obligations incurred during the period between January 31, 1944, and the date of the enactment into law of this Act in anticipation of such appropriations and authority are hereby ratified and confirmed if in accordance with the terms of such Public Law 45, as amended."

And the Senate agree to the same.

Amendment numbered 46: That the House recede from its disagreement to the amendment of the Senate numbered 46, and agree to the same with an amendment as follows: In line 13 of the matter inserted by said amendment and after the words "agricultural products," insert the following: "including the timber and lumber industries, and," and in line 53 of the matter inserted by said amendment before the colon and the words "Provided further," insert the following: "for which provision is made in title I of this Act"; and the Senate agree to the same.

KENNETH MCKELLAR,
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RICHARD B. RUSSELL,
GERALD P. NYE,
RUFUS C. HOLMAN,

Managers on the part of the Senate.

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D. LANE POWERS,

Managers on the part of the House.

Mr. MCKELLAR. Mr. President, I wish to point out the principal changes which have been made by the conferees. Question was raised as to the amount of the appropriation. It was fixed by the Senate at \$35,000,000, and it was fixed by the House at \$27,000,000, in addition to the unexpected balances from the last calendar year. The conferees compromised somewhat by fixing the amount at \$30,000,000 in addition to the amount of unexpended balances of last year.

The next item of importance will be found on page 2. The House had fixed \$17,500,000. The conferees agreed to an amendment providing not less than \$14,000,000 and not more than \$18,500,000.

The next item is on page 3. The amount to be invested in new buildings was decreased from \$200,000, as passed by the House, to \$100,000, and the

amount for services in that connection was reduced from \$40,000 to \$20,000.

The next matter of any importance is in regard to medical supplies. The conferees agreed on an amendment which moderated the language of both Houses.

At the bottom of page 6 we find the next item. The House had provided an appropriation of \$200,000 for administrative purposes. The conferees agreed on 1½ percent instead of 2 percent, as fixed by the Senate.

The next item is on page 9. A prohibition was entered against setting up permanent regional offices, and that was agreed to.

The proposition that the receipts from workers might be used as a revolving fund was agreed to.

There was an amendment offered, as I recall, by my friend the Senator from Arizona [Mr. HAYDEN] regarding the use of wood pulp. I shall desist at this point and ask him to explain that to the Senate, and then I shall ask for a vote on the conference report.

Mr. HAYDEN. Mr. President, with respect to title II of the bill it was agreed to as it passed the Senate, with the clarifying words that it should include the lumber and timber industries. That was the only change made in the amendment, and it was made in order to make it perfectly clear that the aliens imported for that purpose, as I mentioned on a previous occasion, would be employed in that type of industry and in getting wood pulp for paper and for box shock needed for apple and orange boxes.

Mr. WHITE. Mr. President, let me ask the Senator from Tennessee and the Senator from Arizona whether I am correct in my understanding that to a very substantial degree the conference report represents the views of the Senate committee and of the Senate itself.

Mr. MCKELLAR. That is correct. The House conferees were very generous in yielding as they did.

Mr. WHITE. I know that the proposed legislation had very careful consideration in the Senate committee, and that it received a somewhat thorough discussion on the floor of the Senate.

Mr. MCKELLAR. And in the full committee.

Mr. WHITE. I desire to be sure that in the main the conference report responds to the Senate's thought.

Mr. MCKELLAR. It does.

Mr. HOLMAN. Mr. President, if the Senator from Arizona has concluded his observations, will he yield?

Mr. HAYDEN. Yes; I was merely answering a question.

Mr. HOLMAN. I desire to report to the acting chairman of the Committee on Appropriations and the chairman of the Senate conferees that this morning General Smith of the General Staff of the United States Army called upon me in reference to an amendment to the conferees' amendment to amendment numbered 42. He requested that it be further amended so as to strike out the words "the Administrator and Extension Services in the respective States", and to substitute therefor the words "any Federal agency", and so as to place a period after the words "War Department", and

to delete the words next following, and so forth.

Without going into the details, I ask unanimous consent that a memorandum on the matter be printed in the RECORD at this point, as a part of my remarks.

There being no objection, the memorandum was ordered to be printed in the RECORD, as follows:

That the conferees' amendment to Amendment No. 42 to House Joint Resolution 208 be further amended so as to strike out the words "the Administrator and the Extension Services in the respective States" and substitute therefor the words "any Federal agency," and so as to place a period after the words "War Department" and to delete the words next following, which read "in order to assure that the terms of such treaties or international agreements are complied with." The amendment referred to will then read as follows:

"For the purposes of this title the War Department may utilize any Federal agency to make such investigations and certifications with respect to the need for utilizing prisoners of war and the emergency use of soldiers of the United States and with respect to the terms and conditions of employment, as may be required by the War Department."

NOTE.—The purpose of the above amendment, which is requested by the War Department, is to make it permissible for the War Department to utilize the fact-finding and fact-determining assistance of any appropriate Federal agency in helping the War Department to determine the most useful allocation of prisoner-of-war labor in relation to the total wartime manpower requirements of the Nation.

Mr. McKELLAR. Mr. President, I have a copy of the memorandum. Of course, it is perfectly satisfactory to have it printed in the RECORD, but the suggestion came too late and could not possibly be included in the conference report.

Mr. HOLMAN. Yes. Of course, I understand it is too late, but I desired to have the RECORD show, if it be agreeable to the conferees present and to the Senate, that our purpose was to make the language elastic, not restrictive, so that the rule of reason could apply. I discussed this matter with the Senator from Arizona [Mr. HAYDEN], who may want to elaborate somewhat on the subject.

Mr. HAYDEN. Mr. President, if the Senator will yield, let me say that when this matter was brought to my attention, the way it appealed to me was that all that the conferees had done in accepting the House amendment was permissive. It says that for the purposes of this title, the War Department may utilize the Administrator and the extension services. If the War Department, in allocating the use of prisoners of war, desires to seek information from any other place or from any other source in the Government, it is perfectly at liberty to do so.

I called up Representative CANNON, chairman of the House committee, and that is exactly his determination. There seemed to be an idea in the War Department that, because we mentioned these two agencies of government, namely, the War Food Administrator and the extension services, that meant the War Department could not ask anyone else about it. That does not follow at all. It is incumbent upon the War Department to make the wisest and best possible use of war prisoners; and if

there is information available anywhere—from the War Manpower Commission or from any other source of the Government—which would influence the War Department's judgment, it is not only at liberty to secure such information, but is bound to do so.

So it is a permission which has this effect: Prior to the enactment of the legislation, the only way a prisoner of war could be obtained was by previous consultation with the War Manpower Commission. Instances were brought to the attention of the committees wherein crops had been lost because it took so long to have the request go through all the channels. This is a short cut which permits action to be taken if the War Department feels inclined to do so. The suggestion is that it is the right thing to do, but the provision would not compel the War Department to do anything, and it would not limit the sources of information relative to what the War Department should do.

Mr. HOLMAN. I thank the Senator.

Mr. AUSTIN. Mr. President, will the Senator yield for a question?

Mr. HAYDEN. I yield.

Mr. AUSTIN. By virtue of the language "services essential to the preservation, marketing, or distribution of agricultural products," is title II intended to cover forest products?

Mr. HAYDEN. In order to make that perfectly certain, we inserted, in the conference, the words "including timber and lumber industries," so that it would cover all forest products.

Mr. AUSTIN. So that, under the provisions of the proposed act, Canadians with a contract to cut forest trees for pulpwood or for other forest products would be eligible to enter the United States? They would be eligible, would they?

Mr. HAYDEN. Certainly. That is exactly what was intended to be done. We were advised that there were sources, including those the Senator mentioned, and that there were also certainly lumbermen who could be obtained from Newfoundland, and that there were available from British Honduras approximately 600 men who have been in Scotland cutting the pines which grew during the period between the two wars, and that those men were returning to their homes. The idea was that men who were engaged in cutting mahogany in tropical forests and who were skilled lumbermen could be brought into this country to help with respect to the wood-pulp situation and the situation with respect to box shock, in view of the fact that we are so short of boxes in which to pack apples and citrus fruits and vegetables.

Mr. AUSTIN. I thank the Senator.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.

EXECUTIVE MESSAGES REFERRED

As in executive session,

The PRESIDING OFFICER (Mr. LA FOLLETTE in the chair) laid before the Senate messages from the President of the United States submitting sundry nominations, which were referred to the appropriate committees.

(For nominations this day received, see the end of Senate proceedings.)

CONFIRMATION OF NOMINATIONS IN THE UNITED STATES PUBLIC HEALTH SERVICE

Mr. BARKLEY. Mr. President, as in executive session, I move that the nominations in the United States Public Health Service be confirmed en bloc.

The PRESIDING OFFICER. Without objection, the Public Health Service nominations are confirmed en bloc.

MAJ. GEN. PATRICK JAY HURLEY

Mr. BARKLEY. I move that, as in executive session, the nomination of Brig. Gen. Patrick Jay Hurley to be major general, for temporary appointment in the Army of the United States, be considered and confirmed.

The PRESIDING OFFICER. Without objection, the nomination is considered and confirmed.

Mr. BARKLEY. I ask unanimous consent that the President be immediately notified of all confirmations of today.

The PRESIDING OFFICER. Without objection, the President will be notified forthwith.

RECESS

Mr. BARKLEY. I move that the Senate take a recess until 11 o'clock a. m. tomorrow.

The motion was agreed to; and (at 4 o'clock and 40 minutes p. m.) the Senate took a recess until tomorrow, Tuesday, February 8, 1944, at 11 o'clock a. m.

NOMINATIONS

Executive nominations received by the Senate February 7, 1944:

PROMOTIONS IN THE FOREIGN SERVICE OF THE UNITED STATES

FROM FOREIGN SERVICE OFFICER OF CLASS 3 TO FOREIGN SERVICE OFFICER OF CLASS 2

Don C. Bliss, Jr., of Mississippi.
Walter J. Donnelly, of the District of Columbia.

William E. Langdon, of Massachusetts.
Alfred T. Nester, of New York.
Albert F. Nuffer, of New York.

FROM FOREIGN SERVICE OFFICER OF CLASS 4 TO FOREIGN SERVICE OFFICER OF CLASS 3

Donald F. Bigelow, of Minnesota.
David McK. Key, of Tennessee.
Marcel E. Malige, of Idaho.
Renwick S. McNiece, of Utah.
Warwick Perkins, of Maryland.
J. Bartlett Richards, of Maryland.

FROM FOREIGN SERVICE OFFICER OF CLASS 5 TO FOREIGN SERVICE OFFICER OF CLASS 4

H. Merrell Ebbinghoff, of New York.
Gilson G. Elake, of Maryland.
Joseph F. Eurt, of Illinois.
Reginald S. Castleman, of California.
Vinton Chapin, of Massachusetts.
Prescott Childs, of Massachusetts.
Charles H. Derry, of Georgia.
C. Paul Fletcher, of Tennessee.
Winthrop S. Greene, of Massachusetts.
William N. Gwynn, of California.
Eugene M. Hinkle, of New York.
Clarence E. Macy, of Colorado.
E. Talbot Smith, of Connecticut.
Francis H. Styles, of Virginia.

FROM FOREIGN SERVICE OFFICER OF CLASS 6 TO FOREIGN SERVICE OFFICER OF CLASS 5

Sidney A. Belovsky, of New York.
Cavendish W. Cannon, of Utah.
Augustus S. Chase, of Connecticut.

NAYS—101

Allen, La.
Andersen, H. Carl
Andresen, August H.
Angell
Arnold
Bland
Bonner
Brooks
Burdick
Canfield
Cannon, Mo.
Capozzoli
Cochran
Coffee
Courtney
Cox
Crosser
D'Alesandro
Dilweg
Dworshak
Ellison, Md.
Engle, Calif.
Fitzpatrick
Fogarty
Folger
Fulbright
Gearhart
Gordon
Gore
Granger
Hagen
Hale
Harless, Ariz.
Hartley

Heldinger
Hoeven
Hull
Izac
Johnson, Ind.
Johnson, J. Leroy
Johnson, Lyndon B.
Johnson, Okla.
Judd
Kearney
Kee
Keefe
Kefauver
King
Kirwan
Landis
Lanham
Larcade
Lemke
Lesinski
Ludlow
McGehee
McKenzie
McMurray
Madden
Mahon
Manasco
Mansfield, Mont.
Marcantonio
Miller, Conn.
Miller, Nebr.
Monroney
Mruk

Murdock
Murphy
Murray, Wis.
O'Brien, Ill.
O'Connor
O'Konski
Outland
Pace
Patman
Patton
Phillips
Poulson
Priest
Richards
Rogers, Calif.
Rowan
Sabath
Sadowski
Sauthoff
Schuetz
Smith, Wis.
Stefan
Stevenson
Stewart
Sumner, Ill.
Taylor
Vincent, Ky.
Voorhis, Calif.
West
Whitten
Winstead
Worley
Wright
Zimmerman

NOT VOTING—89

Anderson, N. Mex.
Arends
Baldwin, Md.
Baldwin, N. Y.
Barden
Beall
Bell
Bennett, Mich.
Bradley, Pa.
Brumbaugh
Buckley
Burchill, N. Y.
Cannon, Fla.
Carter
Chapman
Cole, N. Y.
Cullen
Curley
Dawson
Delaney
Dickstein
Dirksen
Domenegeaux
Douglas
Elmer
Fay
Feighan
Fernandez
Fish

Flannagan
Ford
Fuller
Fulmer
Furlong
Gale
Gallagher
Gamble
Gerlach
Gifford
Gorski
Gossett
Hare
Hart
Hays
Hébert
Heffernan
Hess
Hobbs
Hollifield
Holmes, Mass.
Jackson
Kelley
Kennedy
Keogh
Kerr
Kilday
Kleberg
Klein
Lane

Lea
Luce
McLean
Magnuson
Maloney
May
Merritt
Miller, Pa.
Morrison, La.
Morrison, N. C.
Myers
Norton
O'Leary
O'Toole
Pracht
Scanlon
Schwabe
Sheridan
Snyder
Somers, N. Y.
Stanley
Starnes, Ala.
Stearns, N. H.
Stockman
Thomas, N. J.
Tolan
Wadsworth
Weiss
White
Winter

So the conference report was agreed to.
The Clerk announced the following pairs:

Until further notice:

Mr. Cullen with Mr. McLean.
Mr. Magnuson with Mr. Arends.
Mr. Hart with Mr. Dirksen.
Mr. Curley with Mr. Wadsworth.
Mr. Morrison of Louisiana with Mr. Brumbaugh.
Mrs. Norton with Mr. Gifford.
Mr. Kennedy with Mr. Schwabe.
Mr. Delaney with Mr. Thomas of New Jersey.
Mr. Furlong with Mr. Fish.
Mr. Hobbs with Mr. Elmer.
Mr. Fay with Mr. Beall.
Mr. Keogh with Mr. Holmes of Massachusetts.
Mr. O'Toole with Mr. Miller of Pennsylvania.
Mr. Baldwin of Maryland with Mr. Gale.
Mr. May with Mrs. Luce.
Mr. Burchill of New York with Mr. Stearns of New Hampshire.
Mr. Kilday with Mr. Gerlach.
Mr. Somers of New York with Mr. Bennett of Michigan.
Mr. Kerr with Mr. Winter.
Mr. Feighan with Mr. Gallagher.
Mr. Klein with Mr. Carter.

Mr. Heffernan with Mr. Douglas.
Mr. Bell with Mr. Gamble.
Mr. Kleberg with Mr. Stockman.
Mr. Hare with Mr. Baldwin of New York.
Mr. Buckley with Mr. Hess.

The result of the vote was announced as above-recorded.

A motion to reconsider was laid on the table.

The doors were opened.

GENERAL LEAVE TO EXTEND REMARKS

Mr. DOUGHTON. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to extend their own remarks in the RECORD on the conference report just adopted.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

EXTENSION OF REMARKS

Mr. RABAUT. Mr. Speaker, I ask unanimous consent to extend my remarks in the RECORD and to include therein certain addresses extending an invitation from the Fourteenth Congressional District in particular, and the people of Detroit and Michigan in general, to the Democratic National Committee to hold the 1944 national convention in Detroit.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. DINGELL. Mr. Speaker, I ask unanimous consent to insert in the RECORD a brief poem by A. P. Herbert, as part of my own remarks.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. EDWIN ARTHUR HALL. Mr. Speaker, I ask unanimous consent to extend my own remarks in the RECORD and include therein a recent radio speech.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. WOODRUFF of Michigan. Mr. Speaker, I ask unanimous consent to extend my remarks and to include therein an editorial; and also ask unanimous consent to extend my remarks and include a newspaper article.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. CLASON. Mr. Speaker, I ask unanimous consent to extend my own remarks in the RECORD and to include an editorial from the Springfield Republican.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. MURPHY. Mr. Speaker, I ask unanimous consent that the gentleman from Pennsylvania [Mr. WEISS] be permitted to extend his remarks in the Appendix of the RECORD with two separate insertions.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. D'ALESSANDRO. Mr. Speaker, I ask unanimous consent to extend my remarks and to include an article on juvenile delinquency.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. MARCANTONIO. Mr. Speaker, I ask unanimous consent to revise and extend my remarks, which I made today.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

Mr. COLMER. Mr. Speaker, I ask unanimous consent to extend my own remarks and to include an editorial on the subject of the soldiers' vote.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. PHILBIN. Mr. Speaker, I ask unanimous consent to extend my remarks in the RECORD and to include therein a very thoughtful article by Raymond A. Fitzgerald, of Cambridge, Mass., on the soldiers' vote.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. VOORHIS of California. Mr. Speaker, I ask unanimous consent to revise and extend the remarks I made in the House today.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

Mr. ROGERS of California. Mr. Speaker, I ask unanimous consent to extend my remarks in the Appendix of the RECORD and to include therein a speech made by Miss Eleanor Rathbone, a member of the British House of Commons.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. HOCH. Mr. Speaker, I ask unanimous consent to extend my remarks in the RECORD and to include a record of agricultural production in Pennsylvania during the past year.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. SMITH of Wisconsin. Mr. Speaker, I ask unanimous consent to extend my remarks in the RECORD.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. FELLOWS. Mr. Speaker, I ask unanimous consent to extend my remarks and to include therein an editorial from the Indianapolis News of January 20, 1944, entitled "The F. C. C. and Liberty."

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[The matter referred to appears in the Appendix.]

FARM LABOR

Mr. CANNON of Missouri. Mr. Speaker, I call up the conference report on House Joint Resolution 208, a joint resolution making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944, and I ask unanimous consent that the statement be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Missouri?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of February 4, 1944.)

The SPEAKER. The gentleman from Missouri [Mr. CANNON] is recognized for 1 hour.

Mr. CANNON of Missouri. Mr. Speaker, one of the basic problems of the war is the production of food. Food is one of the few munitions of war of which we do not have adequate stock piles. And we are on notice from the military authorities that in the coming year more food will be needed than was produced last year.

To complicate the situation, there is a growing scarcity of farm labor. Since April 1, 1940, approximately 4,000,000 actual or potential farm workers have left farms or have taken nonfarm jobs while continuing to live on farms. Approximately 1,000,000 of these persons entered the armed forces. Some replacements have been made, of course, but a very great part of the loss consisted of young men who were highly skilled in the operation of complicated farm machinery and in the care of livestock.

To compensate for this loss of experienced, able-bodied manpower, the American farmer was driven to extreme measures in 1943; he increased his working hours, which were already long, and brought his wife and children more fully into the working force. Great credit is due American farmers for their efforts to meet their labor needs from their own resources. It must be recognized, however, that it would have been impossible for farmers to do the production job expected of them without additional help.

They were given material assistance through the farm labor supply program, established by the War Food Administration under authority of Public Law 45. Under this legislation, assistance was given in the informal organization of work and machinery exchanges between neighbors. The more than 6,000 placement offices maintained by the Agricultural Extension Services made approximately 4,000,000 placements including persons placed for a few hours, or a few days, and other placements of longer duration—a few weeks, a few months, and some year-round. In many localized areas within the several States, due to weather, crop yields, and other conditions, it was necessary to supply out-of-State labor. The War Food Administration, therefore, established and maintained a mobile task force of experienced able-bodied men who could be shifted on short notice to save threatened crops in critical areas. This mobile task force included 52,098 Mexicans, 8,828 Jamaicans, 4,698 Bahamians, and 14,124 domestic interstate workers. The foreign workers particularly were used throughout the season, many of them having been placed from 5 to 8 times within 30 labor-shortage States.

In addition to this mobile task force, the War Food Administration made arrangements for farmers to use 12,600 Japanese evacuees; 2,500 conscientious objectors; approximately 45,000 prisoners of war; and about 55,000 members of the armed forces, working on limited 1-, 2-, and 3-day passes.

As an integral part of the program to supply farmers with needed labor, the War Food Administration operated 434 labor camps in labor-shortage areas where housing facilities were inadequate. Many of these camps were moved several times.

This has been a difficult program in which many emergency situations had to be met. It was necessary to move with speed, to improvise here, and to adapt there, in order to meet unusual conditions which no one could foresee. On the whole, a creditable job was done. The crops were produced and harvested.

The food production job to be done in 1944 is a bigger job than the one which had to be done in 1943; the need for food will be tremendous. We may reasonably expect that more food will be needed for our armed forces as they advance; a larger volume of food will have to be shipped abroad to meet the requirements and to provide temporary relief for the liberated people of occupied countries. The needs of our Russian allies will be greater until they can get reoccupied territory back into production. There will be a need for more food than we can produce.

Assuming favorable weather conditions, it is estimated that approximately 71,900,000 more man-days of farm labor will be required in 1944 than in 1943, if the 1944 production goals are to be achieved. This additional work-load will require the equivalent of 287,600 additional men each working 250 10-hour days per year.

The outlook with respect to labor supply in 1944, in view of the increased agricultural production goals and in view of the increased requirements for industrial war production, appears more stringent than in 1943. The War Manpower Commission recently estimated that 800,000 additional men will have to be found for the armed forces during the last half of the fiscal year 1944, exclusive of battle replacements. It also estimates that war industries will need 600,000 new workers during the same period. Obviously, with such a prospective shortage of industrial and military manpower, additional demands will be made upon persons engaged part-time and full-time in agriculture, thus making it more difficult than ever to meet seasonal agricultural labor peaks.

The bulk of the nonfarm production must come as it always has—from the million or so productive farmers. We cannot expect that the operators of these highly productive farms can meet any substantial portion of their added 1944 labor needs by a further increase in their working hours or in those of the members of their families or hired help. Farm operators in such typical areas as Iowa, Maine, Wisconsin, Michigan, and in most of the other agricultural States worked an average of more than 13 hours a day during the summer of 1943.

The margin of labor supply on most of the Nation's commercial farms is very narrow. It is so narrow that unfavorable weather conditions or other emergencies may at any time create seasonal needs that cannot be met by local labor resources.

Under the proposed legislation, provision is made for the maintenance of a mobile task force of 126,000 able-bodied experienced interstate and foreign workers. These workers will be shifted from area to area of critical need as required to assist local labor forces in the production and harvesting of essential food and fiber necessary to the successful prosecution of the war. As emergency crop harvesters, they will not remain permanently in any community.

The 1944 farm production season has already commenced. Important agricultural operations are now being carried on in southern California, Arizona, and Florida. We have at the present time approximately 12,000 foreign workers in California, 5,000 in Florida, and 1,000 in Arizona. California is desperately in need of an additional 10,000 Mexican workers at the present time, and Florida will need an additional 1,500 within the next 30 days.

If it is important to get the maximum possible food production in 1944, then early action on this farm labor supply bill is imperative. Farmers are now making their plans and one of the most important factors on which they want reassurance is the question of labor supply.

It is clear that every effort must be made to produce all of the essential agricultural products that can be produced; 1944 is believed to be a crucial year of the war. It is the year in which the United Nations expect to bring to bear against

the enemy the full weight of their military and economic strength. As stated above, there will be need for more food than can be produced. The chances of meeting our vital 1944 production goals depend in large measure upon the vigorous prosecution of a realistic farm labor program. Establishing and maintaining a mobile task force of the type used in 1943 is extremely expensive; it costs money to import the foreign workers, and it costs money to ship them from one area of the country to another, but the important consideration is not the money; it is the production of food which is urgently needed to assist in the successful prosecution of the war. Accordingly, we recommend a continuation of the current program with a slightly increased appropriation. Whereas total funds for this purpose for the calendar year 1943 amounted to \$32,294,000, of which \$26,100,000 was provided in the farm labor bill for that year, the pending bill carries \$30,000,000 in direct appropriations and the unexpended balance from 1943, estimated to amount to about \$6,500,000, a total of \$36,500,000 for 1944.

The entire program is under the control and direction of the War Food Administration. Under the supervision of the War Food Administrator the Office of Labor, in the Department of Agriculture, recruits, enlists, transports, and allocates to the States, and from State to State, all foreign and interstate labor. The extension service within the State recruits and mobilizes all intrastate labor. In addition it places, houses, provisions, hospitalizes, and otherwise handles and directs all interstate, international, and intrastate labor within the State. The principal difference between the set-up this year and last year is that instead of two agencies maintaining and operating labor camps, all labor centers in the State are placed under one agency, the extension service, with a view to eliminating conflicting and overlapping jurisdiction and duplication of activities and personnel, thereby securing, not only increased efficiency, but material economy.

We therefore submit this conference report as embodying, in our opinion, most practical solution of one of the pressing problems of the war.

The SPEAKER. The gentleman from Missouri has consumed 5 minutes.

Mr. CANNON of Missouri. Mr. Speaker, I yield 5 minutes to the gentleman from New York [Mr. TABER].

Mr. TABER. Mr. Speaker, this bill comes here with a unanimous report from the conferees. The gentleman from Missouri [Mr. CANNON] has described the situation to you. I just wanted to call attention to two or three things and to serve notice on the Department of Agriculture and the War Food Administrator that I want to see this thing managed decently.

It appears that they have 102 people on their roll in the Department right now in connection with this set-up, and that they propose to have 187.9 man-years, or about 250 positions when they get to the peak.

Some cuts were made in this appropriation because anyone who thinks will know that they do not need any such help in the Department. There was also in their original estimate provision for 1,394 out in the field. It was the old Farm Security crowd who are pretty good at bottoming chairs and not much good at anything else. They do not need half that number of people. If they would manage the thing right, they would not have to have half of them. We have made these cuts, believing that a cut in the departmental services, in the personnel, and in the field services in the personnel, will improve the standard of efficiency. We hope that the bill will be administered along that line and we know that if it is they can do it inside of the \$30,000,000 that we have carried in the conference report, and have plenty of money to bring in all the outside labor and move all the interstate labor that is needed.

Mr. SHORT. Will the gentleman yield?

Mr. TABER. I yield.

Mr. SHORT. Can the gentleman inform the members of the House approximately the wage range or the salary range of those employees?

Mr. TABER. I understand that these people in California, were being paid as high as \$1 an hour for farm labor. That was on the fruit farms where the stuff was right on the ragged edge of spoiling if they did not have it. We are advised by very competent people in that territory, like the gentleman from California [Mr. ANDERSON] who is a large pear grower, and the gentleman from California [Mr. ELLIOTT] and the gentleman from California [Mr. PHILLIPS] that it is absolutely necessary, if we are going to have results in harvesting the fruit crop, to supply this labor.

Mr. SHORT. I believe the gentleman from New York misunderstood my question. I have no objection to the increased wages paid these farm laborers; certainly not when laborers in munition factories are drawing such enormous wages. What I asked the gentleman was if he could give the House any information as to the salary range of these Government employees who administer this set-up.

Mr. TABER. Oh, they run as high as six, seven, and eight thousand dollars a year. As I stated in the beginning, they already have doubled the number they ought to have, and they propose to have doubled the number both in the department and in the field, that they should have. We figure that they could cut the number in the department and the num-

ber in the field in two and save some money, and that is why we made the cut in this appropriation.

Mr. SHORT. Under what Government agencies has this set-up been operated?

Mr. TABER. Under the War Food Administration, but they have been using that old farm security gang, which is no good.

The SPEAKER. The time of the gentleman from New York has expired.

Mr. CANNON of Missouri. Mr. Speaker, I yield 2 minutes to the gentleman from Wisconsin [Mr. MURRAY].

Mr. MURRAY of Wisconsin. Mr. Speaker, I ask unanimous consent to revise and extend my remarks and to include a letter of transmittal and four tables from the Department of Agriculture.

The SPEAKER. Is there objection?

There was no objection.

Mr. MURRAY of Wisconsin. Mr. Speaker, this may not be directly in connection with this farm-labor bill, but I should like in all humility today to call the attention of the Members to this letter of transmittal and to these four tables I was just granted permission to put in the RECORD at this point.

The matter referred to follows:

FEBRUARY 4, 1944.

HON. REID F. MURRAY,

House of Representatives.

DEAR Mr. MURRAY: In accordance with your letter of January 3 to Mr. O. V. Wells and our recent conversations, we are transmitting herewith information on typical commercial family-operated farms by type.

The information given is for 3 years, 1936, 1939, and 1942, which should indicate some of the variations in returns and differences in organization among farms.

At least two points should be kept in mind in studying these figures: First, the information represents conditions on typical farms of a given type and size. It does not represent averages as obtained from a large number of farms of various types and size in a given area. Second, the differences in returns among types of farms for the 3 years given cannot be assumed to be the differences generally obtained. Some of these farms are in high risk areas as compared with other farms. The winter wheat farm operators, for example, obtained fairly good returns during the past few years compared with dairy-farm operators. But in 1932 the return per hour to all labor was 5 cents on winter-wheat farms compared with 20 cents on central New York dairy farms. During 1938 and 1939 a combination of factors resulted which gave a labor return of only 6 cents per hour on wheat-corn farms compared with 28 cents on central New York dairy farms.

We trust that the information will be appropriate and hope we can assist you again.

Sincerely yours,

WYLLIE D. GOODSSELL,
Principal Agricultural Economist,
Division of Farm Management and Costs.
[Enclosures, 4.]

Estimated returns per hour of man-labor on typical commercial family-operated farms: by type

Item	Unit	Dairy farms					
		Southern Wisconsin			Central New York		
		1936	1939	1942	1936	1939	1942
Land in farm.....	Acre.....	112	114	114	137	144	146
Land in crops.....	do.....	76	78	79	52	55	56
Total man labor.....	Hour.....	5,953	6,077	6,438	4,564	5,016	5,094
Investment in land and buildings.....	Dollar.....	6,832	7,068	7,296	4,802	5,058	5,245
Investment in machinery and livestock.....	do.....	3,900	3,963	5,072	3,149	3,388	4,005
Total farm income ¹	do.....	2,790	2,569	4,618	2,986	3,063	4,909
Total farm expense.....	do.....	1,233	1,096	1,648	1,524	1,613	2,331
Net farm income.....	do.....	1,557	1,473	2,970	1,462	1,450	2,578
Total cash and non-cash income to all labor and investment ²	do.....	1,775	1,726	3,490	1,544	1,605	2,889
Total cash income to all labor and investment ³	do.....	1,267	1,272	2,794	1,061	1,155	2,328
Net return to investment ⁴	do.....	315	378	463	300	270	255
Net cash and noncash return to all labor.....	do.....	1,460	1,348	3,027	1,244	1,335	2,634
Net cash return to all labor.....	do.....	952	894	2,331	761	885	2,073
Net cash and noncash return to all labor, per hour.....	do.....	.25	.22	.47	.27	.27	.52
Net cash return to all labor, per hour.....	do.....	.16	.15	.36	.17	.18	.41

Item	Unit	Corn Belt farms								
		Hog-dairy			Cash-grain			Hog-beef raising		
		1936	1939	1942	1936	1939	1942	1936	1939	1942
Land in farm.....	Acre.....	132	134	139	209	217	223	160	163	181
Land in crops.....	do.....	80	79	84	165	164	171	86	83	89
Total man labor.....	Hour.....	5,089	5,121	5,631	4,233	4,094	4,246	3,882	3,818	4,169
Investment in land and buildings.....	Dollar.....	8,819	9,536	10,671	21,318	23,870	27,925	7,458	7,489	8,031
Investment in machinery and livestock.....	do.....	2,722	2,992	3,926	2,727	3,077	3,914	2,436	2,596	3,500
Total farm income ¹	do.....	2,953	2,526	4,654	4,246	4,197	7,458	1,984	1,964	3,700
Total farm expense.....	do.....	1,139	1,190	1,765	1,545	1,609	1,974	764	860	1,133
Net farm income.....	do.....	1,814	1,336	2,889	2,701	2,588	5,484	1,220	1,104	2,567
Total cash and noncash income to all labor and investment ²	do.....	2,029	1,590	3,456	2,819	2,694	5,671	1,283	1,173	2,720
Total cash income to all labor and investment ³	do.....	1,618	1,218	2,948	2,345	2,286	5,166	922	861	2,276
Net return to investment ⁴	do.....	500	572	710	836	924	1,092	512	504	771
Net cash and noncash return to all labor.....	do.....	1,529	1,018	2,746	1,983	1,770	4,579	771	669	1,949
Net cash return to all labor.....	do.....	1,118	646	2,238	1,509	1,362	4,074	410	357	1,505
Net cash and noncash return to all labor, per hour.....	do.....	.30	.20	.49	.47	.43	1.08	.20	.18	.47
Net cash return to all labor, per hour.....	do.....	.22	.13	.40	.36	.33	.96	.11	.09	.36

Item	Unit	Winter-wheat farms								
		Wheat			Wheat corn			Wheat grain—sorghum		
		1936	1939	1942	1936	1939	1942	1936	1939	1942
Land in farm.....	Acre.....	600	615	625	550	565	570	615	630	640
Land in crops.....	do.....	471	433	404	376	348	329	424	385	445
Total man labor.....	Hour.....	3,056	2,931	3,075	3,830	3,872	4,025	3,146	3,211	3,547
Investment in land and buildings.....	Dollar.....	13,800	13,530	13,125	23,100	23,730	23,370	10,455	10,080	10,880
Investment in machinery and livestock.....	do.....	2,146	2,273	3,257	1,990	2,300	3,150	2,215	2,595	3,387
Total farm income ¹	do.....	3,584	3,016	7,214	3,434	2,764	5,977	3,112	3,110	6,651
Total farm expense.....	do.....	1,055	1,061	1,237	1,322	1,297	1,525	1,005	1,012	1,273
Net farm income.....	do.....	2,529	1,955	5,977	2,112	1,467	4,452	2,107	2,098	5,378
Total cash and noncash income to all labor and investment ²	do.....	2,571	1,990	6,040	2,174	1,532	4,599	2,141	2,127	5,468
Total cash income to all labor and investment ³	do.....	2,295	1,756	5,687	1,891	1,295	4,230	1,907	1,922	5,151
Net return to investment ⁴	do.....	628	762	920	1,041	1,143	1,226	477	512	737
Net cash and noncash return to all labor.....	do.....	1,943	1,228	5,120	1,133	389	3,373	1,664	1,615	4,731
Net cash return to all labor.....	do.....	1,667	994	4,767	850	152	3,004	1,430	1,410	4,414
Net cash and noncash return to all labor, per hour.....	do.....	.64	.42	1.67	.30	.10	.84	.53	.50	1.33
Net cash return to all labor, per hour.....	do.....	.55	.34	1.55	.22	.04	.75	.45	.44	1.24

Item	Unit	Cotton farms								
		2-mule—Georgia			Mississippi Delta			Black waxy—Texas		
		1936	1939	1942	1936	1939	1942	1936	1939	1942
Land in farm.....	Acre.....	81	87	91	41	40	40	116	120	123
Land in crops.....	do.....	49	48	49	28	30	30	76	71	73
Total man labor.....	Hour.....	3,389	3,730	3,436	2,981	3,020	3,126	4,818	4,364	4,429
Investment in land and buildings.....	Dollar.....	1,468	1,740	2,093	1,804	2,065	2,390	4,788	5,192	5,734
Investment in machinery and livestock.....	do.....	509	527	622	374	410	478	739	938	1,340
Total farm income ¹	do.....	761	814	1,349	1,209	1,022	1,662	1,529	1,333	1,891
Total farm expense.....	do.....	207	252	318	482	380	488	547	510	646
Net farm income.....	do.....	554	562	1,031	727	642	1,174	982	823	1,245

See footnotes at end of table.

Estimated returns per hour of man-labor on typical commercial family-operated farms: by type—Continued

Item	Unit	Cotton farms								
		2-mule-Georgia			Mississippi Delta			Black waxy—Texas		
		1936	1939	1942	1936	1939	1942	1936	1939	1942
Total cash and noncash income to all labor and investment ¹	Dollar.....	566	594	1,071	804	703	1,262	1,057	864	1,320
Total cash income to all labor and investment ²	do.....	318	377	734	498	452	845	844	644	974
Net return to investment ³	do.....	167	259	300	174	240	273	388	426	462
Net cash and noncash return to all labor	do.....	399	335	771	630	463	979	669	438	852
Net cash return to all labor	do.....	151	118	434	324	212	572	456	218	512
Net cash and noncash return to all labor, per hour	do.....	.12	.09	.22	.21	.15	.31	.14	.10	.19
Net cash return to all labor, per hour	do.....	.04	.03	.13	.11	.07	.18	.09	.05	.12

¹ Receipts from sales of crops and livestock plus Government payments, credit for food and fuel used for human consumption on farms were grown and a nominal allowance for rental on farm dwelling.

² Net farm income plus amount paid for hired labor.

³ Total cash and noncash income to all labor and investment less contributions to family living from the farm.

⁴ Interest on livestock and machinery and equipment at 6 percent plus net rental on land and buildings.

Division of Farm Management and Costs, Bureau of Agricultural Economics.

It does seem to me that we must, in a constructive way, not only approach this farm labor problem, but the time has come when we had better be thinking about its relationship to all the 1944 food production program. If you are interested in these tables, and they are fairly up to date, they will show you certain conditions existing in different parts of the United States. For example, you will find that in one part of the United States in 1944 labor return was 19 cents an hour for certain types of farm. You will find it going as high as \$1.67 per hour in other systems of farming. There are two approaches to this: First, its relationship to the agricultural appropriation bill this distinguished committee will soon bring in for our consideration, and secondly, in connection with the subsidy program. I personally feel that if we are really interested in the food program for 1944 we must in all fairness, first to the agricultural people, and second, to the Food Administrator, come to some agreement on the C. C. C. legislation. This subsidy question should be settled one way or the other, if we are to expect the best obtainable 1944 food production.

Mr. SHORT. Mr. Speaker, will the gentleman yield briefly?

Mr. CANNON of Missouri. Certainly.

Mr. SHORT. As I understood my colleague from Missouri, he stated in his original statement that there had been overlapping and duplication of agencies and of effort and that was the question I was going to propound to the gentleman from New York [Mr. TABER] when his time expired; I wanted to know under what Government agencies this program has been operating.

Mr. CANNON of Missouri. The Office of Labor in the Department of Agriculture has control of the recruitment and transportation of foreign labor, and the Extension Service has control within the States.

Mr. SHORT. It is going to be placed under one head. That will result in economy and efficiency.

Mr. CANNON of Missouri. It is expected to result in economy and increased efficiency.

Mr. SHORT. Am I correct in understanding that some of these higher salaried employees of the Government receiving six or ten thousand dollars a

year receive time and a half for overtime?

Mr. CANNON of Missouri. I recall no such salaries, but such salaries as they receive are in the same status as those of other Government employees.

Mr. SHORT. They do not receive time and a half for overtime?

Mr. CANNON of Missouri. They get only the overtime provided for all Government employees.

Mr. SHORT. If they did I would propose that it would be a good thing for the workers on our farms to be given equal consideration.

Mr. CANNON of Missouri. I would join the gentleman in that proposition if such situation should ever arise.

Mr. SHORT. I am quite sure my friend from Missouri, who is loyal to the farmers, will agree with me. Let us hope the freedom of the laborers everywhere, on farm and in factory, is not destroyed.

Mr. CANNON of Missouri. Mr. Speaker, I move the previous question on the conference report.

The previous question was ordered.

The conference report was agreed to.

By unanimous consent, all Members who spoke on the conference report were given permission to revise and extend their remarks.

TREASURY-POST OFFICE APPROPRIATION BILL, 1945

Mr. LUDLOW. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the state of the Union for the consideration of the bill (H. R. 4133) making appropriations for the Treasury and Post Office Departments for the fiscal year ending June 30, 1945, and for other purposes; and pending that I ask unanimous consent that general debate continue throughout the afternoon without limitation, half of the time to be controlled by the gentleman from New York [Mr. TABER] and half by myself.

The SPEAKER. Is there objection to the request of the gentleman from Indiana?

There was no objection.

The SPEAKER. The question is on the motion of the gentleman from Indiana.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House on the state of the Union for the consid-

eration of the bill H. R. 4133, the Treasury-Post Office appropriation bill, 1945, with Mr. CLARK in the chair.

The Clerk read the title of the bill.

By unanimous consent the first reading of the bill was dispensed with.

Mr. LUDLOW. Mr. Chairman, I yield myself 40 minutes to explain the bill.

The CHAIRMAN. The gentleman from Indiana is recognized for 40 minutes.

Mr. LUDLOW. Mr. Chairman, in drafting this bill covering appropriations for the Treasury and Post Office Departments for the fiscal year 1945 our subcommittee has made deep cuts in the estimates. We have tried to reflect what we believe is the sentiment of the country that we should cut nondefense expenditures to the very bone. There are 116 separate appropriation items in this bill. We cut the Budget estimates on 67 of these items, or more than three-fifths of the entire number, and we did not raise the Budget estimate on any item. We have sought diligently to eliminate every unnecessary dollar of expenditure and at the same time we have tried to avoid doing harm to any essential governmental activity. We have not always found it easy to determine the limit of justifiable reduction in estimates and if it turns out that in a few specific instances we have cut too deeply the officials concerned will have an opportunity to present their claims for deficiency appropriations.

It perhaps is true that among all of the regular supply bills this one providing the funds for the Treasury and Post Office Departments presents the most difficulties in respect to retrenchment, and that is because both Departments are primarily service establishments and the money carried in this bill is almost entirely for payment of personnel required to render essential and indispensable services.

The mail volume has increased and is increasing prodigiously and it is axiomatic that the mails must be moved and we must provide in our appropriations for the great service groups of clerks, carriers, and others, to move them. The war has increased to vast proportions the volume of checks, accounts and records which must be handled by the Treasury Department. The Internal Revenue Bureau, a branch of that Department, is

feeling the heavy impact of new tax legislation in its personnel requirements. The bureau estimates that 16,000,000 persons will be entitled to refunds of withholding taxes and that operation alone will require a large block of personnel.

Nevertheless by the closest scrutiny and in the face of rising demands we present a bill which is less by \$22,783,718 than the amount which the Bureau of the Budget requested us to appropriate for the two Departments. The total of the estimates proposed by the Budget Bureau for both Departments was \$1,341,363,390.

The amount carried in this bill is \$1,318,519,672.

For the Treasury Department the Budget Bureau proposed appropriations amounting to \$227,439,400.

This bill carries \$212,882,089 for that Department.

The appropriations asked by the Budget Bureau for the Post Office Department totaled \$1,113,923,990.

This bill carries \$1,105,697,583 for that Department.

On a basis of comparable items the appropriations carried in this bill for both Departments for 1945 are \$19,248,158 in excess of the total obligations of the two Departments for 1944. The bill appropriates for the Treasury Department \$1,690,090 less on a comparable basis than the total obligations of that Department in 1944. For the Post Office Department, with its tremendous increase of business, the bill shows an increase of \$20,938,248 on comparable items.

VALUE OF INVESTIGATORIAL STAFF

In arriving at our judgments in respect to the various appropriations to be included in this bill we had the advantage for the first time of a new instrumentality of service, the investigatorial staff of the Appropriations Committee. At the head of that staff is a very competent investigator, Mr. Robert Laughlin, who has been loaned to the Appropriations Committee by the Federal Bureau of Investigation. The panel of investigators originally comprised between 100 and 200 men carefully picked from personnel of the various departments for their specialized knowledge and demonstrated qualifications. The number has since been somewhat reduced by calls to military service but it is still an important and sizable force. Members of the panel are subject to call from the chairman of the Appropriations Committee, the gentleman from Missouri [Mr. CANNON], as he receives requests from subcommittees asking that certain specified matters of administration be investigated.

Our subcommittee requested an investigation of the Treasury Department, particularly with reference to overstaffing and administrative methods. On account of the time element, the investigation was necessarily limited and hurried, and the report in many respects was inconclusive, but it was informative and helpful to us in our deliberations. I think I speak the unanimous sentiment of our subcommittee when I say that we have now seen enough of the work of

the investigatorial staff to be convinced that it is a very valuable adjunct of the appropriating system and that its work should be extended so that it will be making a constant and permanent check on such matters as personnel and administrative methods in all of the Government departments and activities. We commend it as a committee agency which we believe will be capable of accomplishing much good, both in respect to simplifying and improving administrative methods and effectuating economies which are so much needed in the public service.

There was a fine spirit of cooperation and harmony in our subcommittee in laboring to achieve the common objective of holding down expenditures to the lowest level consistent with good and efficient administration and I would like to express my personal debt of gratitude and appreciation to the members of our subcommittee, Messrs. O'NEAL, MAHON, CURLEY, TABER, KEEFE, and DWORSHAK for their splendid service to the Nation, as well as to our clerk, Mr. Arthur Orr, for his faithful and valuable assistance. We began our hearings on November 29 and finished marking up the bill on January 18, with the usual Christmas intermission.

Secretary of the Treasury Morgenthau and Postmaster General Walker came before us in person and their testimony in the printed hearings will be found to be most interesting and illuminating. Following them came many witnesses from both departments to explain the needs of the various bureaus and activities.

MR. CANNON AND MR. TABER

It requires no rare gift of vaticination to forecast that the Chairman of the Appropriations Committee in the Seventy-ninth Congress will be one of two men, depending upon whether the Democrats or the Republicans carry the House in the November election—Mr. CANNON of Missouri or Mr. TABER of New York. Both men have the most comprehensive knowledge of the Government in all of its ramifications. Both men have had long and valuable experience in governmental affairs. Both men are foes of waste and extravagance in public expenditures. Both men are guided by sound principles in respect to appropriations and the financing of the Government. The chairmanship of the Appropriations Committee, the committee that controls the purse strings of the Nation, is a position of enormous power and responsibility and whoever occupies it exercises much influence affecting the Nation's welfare. The prospect that the chairman of the committee in the next Congress will be the present able occupant, Mr. CANNON, or the present ranking minority member, Mr. TABER, should, I think, be pleasing and reassuring to the entire country.

Getting down to cases, I will advise that the very first cut we made in the estimates was in the office of the Secretary of the Treasury. That office is, of course, a focal point in a great department and many messengers are necessarily assigned to work out of it, but it seemed to us that a staff of 27 messengers for the Secretary of the

Treasury's office was somewhat excessive, so we reduced the number to 18.

As I have already stated, the Appropriations Committee sent a staff of investigators into the departments to determine whether there was overstaffing and to submit recommendations looking toward economy. In respect to the messenger force under the Secretary's office, the investigators reported as follows:

As a general proposition, the employees in this (the Secretary's) office appear to be fully occupied, with the possible exception of the messenger force. There are 27 messengers attached to this office, many of whom occupy desks in the corridors. They do not seem to be particularly busy. It would appear that the messenger service could be reorganized to function efficiently with fewer employees; however, the low salaries paid to these employees and the high salary levels of the officials they serve, and to whom they are constantly available, may justify the large number carried on the rolls.

Various important offices of the Department which are integrated with the Secretary's office, as well as the Secretary's office, are serviced by these messengers, but it seemed to us that 18 messengers can do all of the work if fully occupied, and we allowed for that number. We approved the full Budget estimate for the other personnel of the Secretary's office.

FOREIGN FUNDS CONTROL

For the operation of the Foreign Funds Control we allowed \$4,250,000 against a Budget estimate of \$4,500,000. The cut of a quarter of a million dollars in the estimate gives the Control \$424,153 above the total amount allowed it in the fiscal year 1944.

Mr. KEEFE. Mr. Chairman, a point of order. We have here a bill which involves \$12,000,000,000 and 12 people are on the floor of the House. I suggest the absence of a quorum.

The CHAIRMAN. Evidently a quorum is not present. The Clerk will call the roll.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 22]

Anderson,	Eaton	Kerr
N. Mex.	Elmer	Kilburn
Andrews	Fay	Kilday
Arends	Feighan	Klein
Baldwin, Md.	Flannagan	Lane
Baldwin, N. Y.	Fogarty	Luce
Barden	Ford	Lynch
Beall	Fulbright	McLean
Bell	Fuller	McMillan
Bennett, Mich.	Fulmer	Maas
Bradley, Mich.	Furlong	Magnuson
Bradley, Pa.	Gale	Maloney
Brumbaugh	Gallagher	Mason
Buckley	Gamble	May
Burch, Va.	Gifford	Merritt
Burchill, N. Y.	Gore	Miller, Pa.
Camp	Gorski	Monroney
Canfield	Hare	Morrison, La.
Cannon, Fla.	Hart	Morrison, N. C.
Carter	Hartley	Myers
Celler	Hays	Norton
Chapman	Hébert	O'Brien, N. Y.
Church	Heffernan	O'Leary
Cole, N. Y.	Hess	O'Neal
Cullen	Hobbs	O'Toole
Curley	Holmes, Mass.	Pace
Dawson	Jackson	Phillips
Delaney	Jennings	Pracht
Dewey	Johnson	Rizley
Dickstein	J. Leroy	Rockwell
Dilweg	Kefauver	Sabath
Dirksen	Kelley	Sadowski
Domeneaux	Kennedy	Scanlon
Douglas	Keogh	Schuetz

[PUBLIC LAW 229—78TH CONGRESS]

[CHAPTER 16—2D SESSION]

[H. J. Res. 208]

JOINT RESOLUTION

Making an appropriation to assist in providing a supply and distribution of farm labor for the calendar year 1944.

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That there is hereby appropriated, out of any money in the Treasury not otherwise appropriated, the following sums, namely:

TITLE I—DEPARTMENT OF AGRICULTURE

WAR FOOD ADMINISTRATION

For assisting in providing an adequate supply of workers for the production, harvesting, and preparation for markets of agricultural commodities essential to the prosecution of the war, \$30,000,000, which sum, together with the amount appropriated in the Act of April 29, 1943 (Public Law 45), shall be merged into one fund, to remain available until December 31, 1944, and to be expended by the War Food Administrator (hereinafter referred to as the "Administrator"), appointed pursuant to Executive Order Numbered 9334, dated April 19, 1943, as follows:

PAYMENTS TO STATES

SEC. 2. (a) For the purpose of assisting in providing an adequate supply of workers for the production and harvesting of agricultural commodities within the several States, the Administrator shall apportion among the several States, on the basis of need, not less than \$14,000,000 and not more than \$18,500,000 of the sum appropriated by section 1 (including apportionments heretofore made) and the sums so apportioned shall be available for payment to such States for expenditure by the agricultural extension services of the land-grant colleges in such States in accordance with such agreements as may be entered into by the Administrator and such extension services and subject to the supervision of the Administrator. The purposes for which such funds may be expended by such extension services shall include, among other things, (1) the recruiting, placement (including the placement of workers as tenants or sharecroppers), and training of such workers; (2) transportation, supervision, subsistence, protection, health and medical and burial services, and shelter for such workers and their families and necessary personal property; (3) lease, repair, alteration, and operation of labor supply centers and other necessary facilities and services, including former Civilian Conservation Corps camps, and not to exceed \$100,000 for the construction of labor supply centers and other necessary facilities and services (not to exceed \$20,000 for any one center); (4) advancing to workers of sums due from employers within the United States who

are under contractual obligation to reimburse such extension services for such advances; (5) employment of personnel and other administrative expenses; (6) payment to or reimbursement of other public or private agencies or individuals for furnishing services or facilities for such purposes; and (7) rendering assistance with respect to the deferment of agricultural labor, including among other things the furnishing of information on the contribution that individuals subject to selective service are making to agricultural production. Such extension services may enter into agreements with other public and private agencies and individuals and utilize the facilities and services of such agencies and individuals in carrying out the purposes of this section.

(b) The Administrator shall certify to the Secretary of the Treasury, from time to time, the amounts to be paid to each State under this section and the time or times such amounts are to be paid; and the Secretary of the Treasury shall pay to the State, at the time or times fixed by the Administrator, the amounts so certified.

EXPENDITURE OF OTHER FUNDS

SEC. 3. (a) The funds appropriated by section 1 and not apportioned by the Administrator among the several States pursuant to section 2 shall be available for expenditure by the Administrator. The purposes for which such funds may be expended shall include, among other things, (1) the recruiting and transportation of workers and their families and necessary personal property, within the United States and elsewhere; (2) furnishing, by loans or otherwise, of health and medical and burial services, training, subsistence, allowances, protection, and shelter for such workers and their families, including the furnishing of health and medical services to (a) agricultural workers and their families housed in any labor supply center operated as a part of this program, or (b) migratory agricultural workers and their families who, without recruitment or assistance of any Government agency, have entered the area served by any such labor supply center and are engaged in agricultural work in such area, and to whom adequate health and medical services are not otherwise available; (3) advancing to workers of sums due from employers within the United States who are under contractual obligation to reimburse the United States for such advances, the repayments from employers for such advances to be credited to the funds available to the Administrator; (4) determination and payment of claims (not exceeding \$50 in any one case) of workers recruited in foreign countries (a) who, in preparation for transportation to or from the United States and subsequent failure of such transportation, have suffered losses, or (b) who have been transported to the United States and during said transportation, including embarkation and debarkation, have suffered the loss of or damage to personal effects; (5) lease, repair, alteration, relocation, and operation of labor supply centers and other necessary facilities and services; and (6) operating personnel and expenses to carry out the above purposes.

(b) The Administrator is authorized and directed to enter into agreements with the agricultural extension services of the land-grant colleges in the respective States to furnish, on behalf of the United

States, for domestic interstate agricultural workers and their families and foreign agricultural workers and their families, while such workers are employed within any such State, any or all of the following services or functions which such State extension services are willing to undertake: Health and medical and burial services, training, subsistence, allowances, supervision, protection and shelter, maintenance and keeping of records of compliance with contracts and international agreements or treaties respecting such workers, and health and medical services for agricultural workers and their families encompassed by clauses (a) and (b) of subsection (a) (2) of this section. The Administrator may require the modification or termination of any agreement with any such extension service whenever he finds such action to be necessary in order to carry out the terms of any treaty or international agreement to which the United States of America is signatory. Whenever a satisfactory agreement cannot be negotiated with any such extension service, or pending the negotiation of an agreement, or whenever the Administrator finds it necessary to terminate an agreement, he shall carry out the foregoing responsibilities and functions with respect to such workers and their families by direct expenditure by the War Food Administration. The Administrator shall allocate to any State extension service from the amount made available by this section, in the manner provided in section 2 of this title, such funds as may be necessary to carry out the duties and responsibilities agreed upon by the Administrator and such State extension service under the provisions of this subsection. The Administrator is further authorized, in connection with the purposes of this subsection, to loan to any State any labor supply center and the facilities and equipment thereof, owned by the United States, under such terms and conditions as he may specify.

(c) Not more than $1\frac{1}{2}$ per centum of the combined sum of the appropriation in Public Law 45, Seventy-eighth Congress, and the direct appropriation in section 1 hereof shall be available for administrative expenses of the Administrator under such Public Law 45 and this Act, including (1) the employment of persons and organizations, by contract or otherwise, at the seat of government and elsewhere; (2) purchase, exchange, operation, and maintenance of passenger-carrying vehicles; (3) printing and binding; (4) travel expenses of persons employed in administrative, supervisory, or facilitating capacities within a foreign country or from a foreign country to the United States and return, including such expenses to first-duty stations; and (5) payment to or reimbursement of other agencies or individuals for administrative expenses incurred by them.

(d) For the purpose of this title, the Administrator is authorized—

(1) to utilize the facilities, services, and personnel of units and agencies within the Department of Agriculture; to enter into agreements with other public or private agencies or individuals; to utilize (pursuant to such agreements) the facilities and services of such agencies and individuals and to delegate to them functions under this title; and to allocate or transfer funds to (in addition to the transfers authorized by the Department of Agriculture Appropriation Acts for the fiscal years 1944 and 1945), or otherwise to pay or reimburse such units, agencies, and individuals for expenses in connection therewith;

(2) to accept and utilize voluntary and uncompensated services; and

(3) to cooperate with the Secretary of State in the negotiation or renegotiation of agreements with foreign governments relating to the importation of workers into the United States.

LIMITATIONS

SEC. 4. (a) No part of the funds appropriated in this title shall be expended for the transportation of any worker from the county where he resides or is working to a place of employment outside of such county without the prior consent in writing of the county extension agent of such county, if such worker has resided in such county for a period of one year or more immediately prior thereto and has been engaged in agricultural labor as his principal occupation during such period.

(b) No part of the funds appropriated in this title, or heretofore appropriated or made available to any department or agency of the Government for the recruiting, transportation, or placement of agricultural workers, shall be used directly or indirectly to fix, regulate, or impose minimum wages or housing standards, to regulate hours of work, or to impose or enforce collective-bargaining requirements or union membership, with respect to any agricultural labor, except with respect to workers imported into the United States from a foreign country and then only to the extent required to comply with agreements with the government of such foreign country: *Provided*, That nothing herein contained shall prevent the expenditure of such funds in connection with the negotiation of agreements with employers of agricultural workers which may provide that prevailing wage rates shall be paid for particular crops and areas involved and that shelter shall be provided for such workers.

(c) No part of the funds appropriated in this title shall be used for the establishment or maintenance of regional offices.

MISCELLANEOUS PROVISIONS

SEC. 5. (a) Funds appropriated by this title may be expended without regard to section 3709 of the Revised Statutes.

(b) Any payments made by the United States or other public or private agencies or employers to aliens brought into the United States under this title shall not be subject to deduction or withholding under section 143 (b) of the Internal Revenue Code.

(c) For the purpose of this title—

(1) the term "State" includes Alaska, Hawaii, and Puerto Rico;

(2) the term "worker" includes nationals of the United States and aliens;

(3) the term "agricultural labor" includes any services or activities included within the provisions of section 3 (f) of the Fair Labor Standards Act of 1938 or section 1426 (h) of the Internal Revenue Code.

(d) Effective July 1, 1943, notwithstanding section 3 of the Act of June 29, 1936 (U. S. C., title 40, sec. 433), receipts derived for the account of the United States from the use and occupancy of agricul-

tural labor supply centers, including camps and facilities heretofore used by or under the control of the Farm Security Administration, shall be deposited in the Treasury as miscellaneous receipts: *Provided*, That all receipts derived from the furnishing of subsistence to workers shall be credited to the appropriation in section 1 and be available for expenditure by the Administrator for the replenishment of subsistence supplies and for expenses incident to the furnishing of such subsistence.

(e) The former Civilian Conservation Corps camps shall be transferred without charge to the Administrator, to the extent that he deems necessary to carry out the purposes of this title: *Provided*, That no such camp which is being utilized by any other agency of the Government, or which has been transferred to any State, county, municipality, or nonprofit organization, shall be transferred to the Administrator under this subsection without the consent of such agency, State, county, municipality, or organization.

(f) Notwithstanding provisions of title I of the Social Security Act, as amended (relating to grants to States for old-age assistance), and of appropriations for payments thereunder, in any case in which any State pays old-age assistance to any individual at a rate not in excess of the rate of old-age assistance paid to such individual during the month of July 1943, any failure to take into consideration any income and resources of such individual arising from agricultural labor performed by him as an employee, or from labor otherwise performed by him in connection with the raising or harvesting of agricultural commodities, after the date of enactment of this Act and prior to the seventh calendar month occurring after the termination of hostilities in the present war, as proclaimed by the President shall not be a basis of excluding payments made to such individual in computing payments made to States under section 3 of such title, of refusing to approve a State plan under section 2 of such title, or of withholding certification pursuant to section 4 of such title.

(g) In order to facilitate the employment by agricultural employers in the United States of native-born residents of North America, South America, and Central America, and the islands adjacent thereto, desiring to perform agricultural labor in the United States, during continuation of hostilities in the present war, any such resident desiring to enter the United States for that purpose shall be exempt from the payment of head tax required by section 2 of the Immigration Act of February 5, 1917, and from other admission charges, and shall be exempt from those excluding provisions of section 3 of such Act which relate to contract laborers, the requirements of literacy, and the payment of passage by corporations, foreign government, or others; and any such resident shall be admitted to perform agricultural labor in the United States for such time and under such conditions (but not including the exaction of bond to insure ultimate departure from the United States) as may be required by regulations prescribed by the Commissioner of Immigration and Naturalization with the approval of the Attorney General; and in the event such regulations require documentary evidence of the country of birth of any such resident which he is unable to furnish, such requirement may be waived by the admitting officer of the United States at the point where such

resident seeks entry into the United States if such official has other proof satisfactory to him that such resident is a native of the country claimed as his birthplace. Each such resident shall be provided with an identification card (with his photograph and fingerprints) to be prescribed under such regulations which shall be in lieu of all other documentary requirements, including the registration at time of entry or after entry required by the Alien Registration Act of 1940. Any such resident admitted under the foregoing provisions who fails to maintain the status for which he was admitted or to depart from the United States in accordance with the terms of his admission shall be taken into custody under a warrant issued by the Attorney General at any time after entry and deported in accordance with section 20 of the Immigration Act of February 5, 1917. Sections 5 and 6 of such Act shall not apply to the importation of aliens under this title. No provision of this title shall authorize the admission into the United States of any enemy alien.

(h) When authorized by the Administrator, workers under the program may be used in the packing, canning, freezing, drying, or other processing of perishable or seasonable agricultural products.

(i) This title, except as otherwise provided herein, shall take effect upon the date of its enactment into law and shall thereupon supersede the Act of April 29, 1943 (Public Law 45), to the extent that such Act is inconsistent with this title.

(j) If the Administrator finds that there is inadequate farm labor in any area, the Administrator and the agricultural extension service of the land-grant colleges in the respective States are hereby authorized, for the purposes of this title, to negotiate directly with the War Department for the utilization of prisoners of war and the emergency use of soldiers of the United States for the production and harvesting of agricultural commodities within the several States upon such terms and conditions as may be mutually agreed upon, subject, in the case of prisoners of war, to the terms of any treaties or international agreements to which the United States of America is signatory and which are now in effect. For the purposes of this title the War Department may utilize the Administrator and the extension services in the respective States to make such investigations and certifications with respect to the need for utilizing prisoners of war and the emergency use of soldiers of the United States and with respect to the terms and conditions of employment, as may be required by the War Department in order to assure that the terms of such treaties or international agreements are complied with.

(k) The Act of April 29, 1943 (Public Law 45), as amended, is hereby further amended by striking out "January 31, 1944" and inserting "the date of enactment into law of House Joint Resolution 208 of the Seventy-eighth Congress". All obligations incurred during the period between January 31, 1944, and the date of the enactment into law of this Act in anticipation of such appropriations and authority are hereby ratified and confirmed if in accordance with the terms of such Public Law 45, as amended.

(l) This title may be cited as the "Farm Labor Supply Appropriation Act, 1944".

TITLE II—EXECUTIVE OFFICE OF THE PRESIDENT— OFFICE FOR EMERGENCY MANAGEMENT

WAR MANPOWER COMMISSION

Migration of workers: To enable the War Manpower Commission to provide, in accordance with regulations prescribed by the Chairman of said Commission, for the temporary migration of workers from foreign countries within the Western Hemisphere (pursuant to agreements between the United States and such foreign countries) for employment in the continental United States with industries and services essential to the preservation, marketing, or distribution of agricultural products, including the timber and lumber industries, and including the transportation of such workers from points outside the United States to ports of entry of the United States and return (including transportation from place of employment in the United States to port of entry of the United States in any case of default by an employer to provide such transportation to a worker, in which event the employer shall be liable to the United States for the cost thereof), cost of temporary maintenance of workers in reception centers in foreign countries and in the United States, when necessary, reasonable subsistence and emergency medical care of such workers from the time of reporting for transportation to the United States or return to the country of origin until arrival at the destination, necessary assistance to meet emergency health and welfare problems while in the United States, when such assistance is not otherwise available to such persons, and guarantees of employment while in the United States to the extent agreed upon with the foreign country from which the worker is imported, fiscal year 1944, \$1,359,200, of which not to exceed \$97,200 shall be available for all administrative expenses necessary for the foregoing, including not to exceed \$10,000 for temporary employment of administrative personnel outside continental United States, not to exceed \$1,000 for printing and binding outside continental United States without regard to section 3709 of the Revised Statutes and section 11 of the Act of March 1, 1919 (44 U. S. C. 111), and not to exceed \$20,000 for travel expenses: *Provided*, That no transportation of workers shall be allowed hereunder unless the employer and the worker have entered into a contract for employment approved by said Chairman or his designee, and unless said Chairman certifies that reasonably adequate use is being made of local labor supply: *Provided further*, That this appropriation shall remain available after June 30, 1944, for the purpose of fulfilling guarantees and other obligations theretofore incurred with respect to such foreign workers and for all other purposes connected with the protection and ultimate return of any workers theretofore transported: *Provided further*, That no part of this appropriation shall be available for the recruitment or transportation of workers for employment in agriculture for which provision is made in title I of this Act: *Provided further*, That the general provisions under the caption "Executive Office of the President—Office for Emergency Management", contained in the National War Agencies Appropriation Act, 1944, and applicable to the constituent agencies of the Office for Emergency Management contained therein shall be applicable to the appropriations to the War Manpower Commission contained in this paragraph.

Approved February 14, 1944.

